REPORT

OF THE

Primary Edu[illegible] Committee

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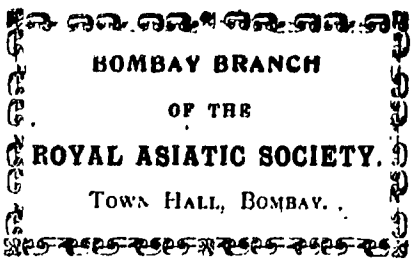

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REPORT

OF THE

Primary Education Committee

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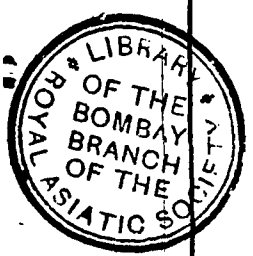

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NOTE.

The estimated cost of the Primary Education Committee is as follows:—

	Rs.	A.	P.
Salary of Members and Staff . . .	30,405	7	0
Travelling (including daily allowance) .	12,719	11	0
Contingencies	5,808	10	3
TOTAL .	48,933	12	3

TABLE OF CONTENTS.

INTRODUCTORY.

PARA.		PAGES.
1.	Appointment, composition and terms of reference of the Committee	1
2.	Procedure and tour	2
3.	Evidence	3
4.	Meetings of Committee	3
5.	Time allowed for enquiry limited	3
6.	Report	4
7.	Acknowledgments	4
8.	Control of primary schools	5
9.	General recommendations for education in areas visited	6
10.	Relative educational advance in areas visited	6

PART I.—DELHI.

1.	Area, population and language	10
2.	Civil administration and local bodies	10
3.	Constitution of local bodies	10
4.	New Cantonment Authority	10
5.	Effect of separation of Delhi from the Punjab	11
6.	Application of Punjab legislation to Delhi	11
7.	Functions of local bodies in regard to education	12
8.	Primary Education Act	12
9.	Government educational administration	13
10.	Relation of agency for educational administration with the agency for general administration, Government and Public	14
11.	Statistics	15
12.	Aim of primary education	17
13.	Duration of the primary school course	18
14.	Management of schools	20
15.	Part played by the several agencies in spreading education	27
16.	Educational administration	33
17.	Control and supervision of schools	34
18.	Suggestions made to the Committee for improvement of management of schools	36
19.	Remedies suggested by the Committee	37
20.	Remedies suggested by the Committee	37
21.	Remedies suggested by the Committee	37
22.	Remedies suggested by the Committee	38
23.	Board of Primary Education	38
24.	Overlapping and means of effecting co-ordination	38
25.	Rate of growth	40
26.	Factors preventing expansion	42
27.	Expansion by voluntary effort	43
28.	Educational facilities	44

PARA.		PAGES.
29.	School buildings and playgrounds	46
30.	Training institutions	48
31.	Supply of teachers	50
32.	Efficiency of teachers	52
33.	Training facilities for expansion of education	55
34.	Curriculum	60
35.	Religious instruction	63
36.	Part-time schools and night schools	64
37.	Residential primary schools	66
38.	Bilingual and multi-lingual areas	67
39.	Medical inspection	69
40.	Fees and free education	71
41.	Concessions to school children	73
42.	Main factors of the provision of compulsion	74
43.	Areas in which compulsion is in force	74
44.	Working of compulsion	75
45.	Extension of compulsion	75
46.	Exemptions	76
47.	Safeguards	77
48.	Extension of compulsion in rural areas	77
49.	Cost of compulsion	78
50.	Co-education	81
51.	General description of untouchables	82
52.	Statistics of untouchables	82
53.	Prejudice against and backwardness of untouchables	82
54.	Existing provision for education of untouchables	83
55.	Expansion of education among untouchables	84
56.	Propaganda for expansion of education among untouchables	86
57.	Supervision of education of untouchables.	86
58.	Grants-in-aid and reservation of seats in ordinary schools for untouchables	86
59.	Management of schools for untouchables	87
60.	Teachers for untouchables	87
61.	Curriculum and industrial training	88
62.	School finance	88
63.	Educational finance of local bodies	92
64.	Average attendance	96

PART II.—AJMER-MERWARA.

1.	Area, population and language	99
2.	Civil administration and local bodies	99
3.	Constitution of local bodies	99
4.	Functions of local bodies in regard to education	100
5.	Government educational administration	101
6.	Relation of agency for educational administration with the agency for general administration, Government and Public	102
7.	Statistics	102
8.	Duration of the primary school course	105
9.	Management of schools	106
10.	Part played by the several agencies in spreading education	113
11.	Management and control of schools	117

PARA.		PAGES.
12.	Supervision and inspection of schools	118
13.	Overlapping and means of effecting co-ordination	120
14.	Rate of growth	121
15.	Factors preventing expansion	123
16.	Suggestions for expansion	124
17.	Facilities for education	126
18.	Location of schools	128
19.	School buildings and playgrounds	129
20.	Training institutions	130
21.	Supply of teachers	131
22.	Training and efficiency of teachers	131
23.	Additional training facilities	133
24.	Stipends	136
25.	Pay of teachers	136
26.	Curriculum	137
27.	Text-books	138
28.	Religious and moral instruction	138
29.	Practical and industrial training	139
30.	School hours	140
31.	Harvest holidays and seasonal holidays	140
32.	Physical development of children	141
33.	Part-time schools and night schools	141
34.	Residential primary schools	142
35.	Bilingual and multi-lingual areas	142
36.	Medical inspection	144
37.	Fees and free education	144
38.	Concessions to school children	145
39.	Compulsion	145
40.	Introduction of compulsion	145
41.	Prejudice against compulsion	146
42.	Exemptions	147
43.	Safeguards	148
44.	Cost of compulsion	149
45.	Co-education	151
46.	Present occupation of untouchables and backward classes	152
47.	Statistics of untouchables	152
48.	Prejudice against and backwardness of untouchables	153
49.	Existing provision for education of untouchables	153
50.	Expansion of education among untouchables	154
51.	Industrial and vocational training for untouchables	155
52.	Grants-in-aid and reservation of seats for untouchables in ordinary schools	155
53.	Teachers for untouchables	155
54.	School finance	156
55.	Educational finance of local bodies	159

PART III.—NORTH-WEST FRONTIER PROVINCE.

1.	Area, population and language	165
2.	Civil administration and local bodies	165
3.	Constitution of local bodies	165
4.	Functions of local bodies in regard to education	166

PARA.		PAGES.
5.	Government educational administration	167
6.	Relation of agency for educational administration with the agency for general administration, Government and Public	168
7.	Statistics	168
8.	Duration of the primary school course	170
9.	Agencies for management of schools	171
10.	Part played by the several agencies in expanding education	184
11.	Management and control of schools	189
12.	Supervision and inspection of schools	191
13.	Overlapping and means of effecting co-ordination	192
14.	Rate of growth	193
15.	Factors preventing expansion	195
16.	Expansion on a voluntary basis	196
17.	Facilities for education	198
18.	Location of schools	198
19.	School buildings and playgrounds	199
20.	Supply of teachers	200
21.	Training institutions	201
22.	Efficiency of teachers	202
23.	Additional training facilities	206
24.	Stipends	208
25.	Pay of teachers	208
26.	Curriculum	209
27.	School hours	210
28.	Medical inspection	210
29.	Religious and moral instruction	211
30.	Residential primary schools	212
31.	Compulsory education	212
32.	Prejudice against compulsion	212
33.	Introduction of compulsion	212
34.	Exemptions	214
35.	Authorities to enforce compulsion and its introduction	214
36	Safeguards	214
37	Cost of compulsion	214
38	Co-education	215
39	Bilingual and multi-lingual areas	216
40.	Vocational and industrial training	217
41.	Part-time schools and night schools	218
42.	Fees and free education	218
43.	Concessions to school children	218
44.	Description of untouchables	218
45.	Existing provision for education of untouchables	219
46.	Expansion of education among untouchables	219
47.	Teachers for untouchables	219
48.	Recommendations of Committee	220
49.	School finance	220
50.	Educational finance of local bodies	222
51.	Contributions for repairs and maintenance of school buildings constructed by district boards	229
	Summary of Recommendations	231
	Note by Rai Sahib Har Bilas Sarda, M.L.A.	252

APPENDICES.

	PAGES.
A. Questionnaire	261
B. List of schools visited by the Primary Education Committee	265
C. List showing the persons by whom written statements were submitted to the Primary Education Committee and list of witnesses orally examined by the Committee	268
D. Population of school-going age	275
E. Draft constitution of the Board of Primary Education for Delhi	277
F. Scheme for rural uplift	279
A supplementary memorandum to the questionnaire of the Primary Education Committee of the Government of India from Mrs. J. C. Chatterjee	281
G. Extract from the quinquennial report on education under the Delhi Province for the period ending 31st March 1927 on the financial relation of Government to local bodies	283
H. Memorandum on the recruitment and training of primary school teachers, men and women, for urban and rural schools in Ajmer-Merwara	285
I. Curriculum for kindergarten and primary classes of vernacular girls' schools, Rajputana, 1929-30	289
J. Plan of primary class room of C. M. High School, Dera Ismail Khan	294
K. Revision of the Rules of grant-in-aid for primary schools in the North-West Frontier Province	295

Report of the Primary Education Committee.

INTRODUCTORY.

1. Appointment, composition and terms of reference of the Committee.—In accordance with an announcement made on the 18th September 1928, in the Legislative Assembly, in the course of discussion on a resolution moved by the Rev. J. C. Chatterjee, for the furtherance of girls' education in the territories administered by the Central Government that the Government of India proposed to appoint a Committee to examine educational conditions in the North-West Frontier Province, Ajmer-Merwara and Delhi, the following committee was appointed:—

Chairman.

1. Mr. R. Littlehailes, C.I.E., M.A., Educational Commissioner with the Government of India.

Members.

2. Nawab Sir Sahibzada Abdul Qaiyum, K.C.I.E., M.L.A.
3. Rai Sahib Har Bilas Sarda, M.L.A.
4. Rev. J. C. Chatterjee, M.L.A.
5. Miss L. M. Stratford, M.B.E.

Secretary.

6. Mr. J. H. Green, M.B.E.

The terms of reference to the Committee were as follows:—

To enquire into—

(*i*) the existing facilities for primary education for boys and girls in the North-West Frontier Province, Ajmer-Merwara and Delhi;

(*ii*) the possibility of expansion whether on a voluntary or compulsory basis, with special regard to the attitude and aptitude of the local population; and

(*iii*) the necessity for providing special facilities for the community, generally known as "untouchables";

and to make recommendations.

The post of Secretary to the Committee was held by Mr. J. H. Green from the 15th June 1929. On his transfer as Assistant Secretary to the Labour Commission, Mr. W. D'Almeida was appointed to be Secretary and assumed charge of his duties on the 20th July 1929.

It is regretted that one of our members, Sahibzada Sir Abdul Qaiyum, was on account of illness, unable to be present with the Committee, except for a short time in Delhi, until it re-assembled in Simla after its tour in the province of Ajmer-Merwara. All material available to the other members of the Committee, *e.g.*, copies of written and oral evidence of witnesses and reports of visits to schools, was however supplied to the Sahibzada.

2. Procedure and tour.—The Committee assembled at Simla on the 21st June 1929, and proceeded immediately with the work of preparing its questionnaire which was issued to the provinces of Delhi and Ajmer-Merwara on the 1st July 1929 and to the North-West Frontier Province on the 5th August 1929. This questionnaire, which is reproduced in Appendix "A" to this Report, was forwarded to the Chief Commissioners of Delhi, Ajmer-Merwara and the North-West Frontier Province and also to several other officials and non-officials interested in primary education who were invited either directly by the Committee or through the Chief Commissioners to forward their replies in writing. A copy, too, was forwarded to every member of the public who expressed a desire to furnish the Committee with his or her views.

A tour programme of the Committee was decided upon and subsequently modified as follows:—

14th July 1929	Leave Simla.
15th July 1929 to 31st July 1929 . .	Halt at Delhi.
31st July 1929	Leave Delhi.
1st August 1929 to 12th August 1929 .	Halt at Ajmer.
13th August 1929	Leave Ajmer.
13th August 1929 to 15th August 1929 .	Halt at Beawar.
15th August 1929	Leave Beawar.
17th August 1929 to 3rd October 1929 .	Halt at Simla.
3rd October 1929	Leave Simla.
6th October 1929 to 8th October 1929 .	Halt at Abbottabad.
9th October 1929 to 12th October 1929 .	Halt at Peshawar.
13th October 1929 to 14th October 1929	Halt at Kohat.
15th October 1929 to 16th October 1929	Halt at Bannu.
17th October 1929 to 18th October 1929	Halt at D. I. Khan.
20th October 1929 to 15th November 1929	Halt at Delhi.

The Committee devoted 5 days in the province of Delhi and 4 days in the district of Ajmer-Merwara to visiting schools, not only in the large centres of population but also in the muffassil, using Delhi, Ajmer and Beawar as centres of touring. In addition Mr. J. C. Chatterjee and Miss L. M. Stratford visited some more schools on the 9th and 12th August, 1929, while at Ajmer. In the North-West Frontier Province the Committee spent portions of 8 days in visiting schools, both in and around the headquarters of each of the five districts of the province, while three days were devoted to visiting schools in Abbottabad, the Khyber and the Malakand agency. A list of the schools visited is reproduced in Appendix "B" to the Report.

3. Evidence.—Written statements in reply to our questionnaire were received from 31 persons in Delhi, from 48 persons in Ajmer-Merwara and from 38 persons in the North-West Frontier Province. Thirty-three witnesses were examined orally by us in Delhi, 38 in Ajmer-Merwara and 31 in the North-West Frontier Province. Lists of names will be found in Appendix " C ".

4. Meetings of Committee.—After leaving Beawar the Committee dispersed and re-assembled at Simla on the 26th August, 1929, for consideration of its Report on the provinces of Delhi and Ajmer-Merwara. Three members of the Committee were members of the Legislative Assembly, and since the Assembly held its sessions from September 2nd to 26th only, very few meetings of the Committee could be held in September. Then came the tour in the North-West Frontier Province and on its conclusion the Committee again dispersed to consider the evidence which it had collected. It assembled again at Delhi on the 4th November 1929 and held its sittings daily up to the 9th November and arrived at conclusions on all the major points. The drafting of the report was then undertaken and this task was completed in the beginning of January 1930 when the report was circulated to members for criticisms and suggestions. As the Legislative Assembly was again in session from the 20th of January to the 31st March 1930 it was not possible for the Committee to meet during that period. Meetings were held on the 31st March and the 1st April and the report was signed on the 1st April.

5. Time allowed for enquiry limited.—Being fully conscious of the magnitude and importance of the task entrusted to us which vitally concerns the well-being of the people, and realising that a close and comprehensive study of the various and often intricate problems that surround the task of advancing primary education in each of the three areas visited by us, is essential for the preparation of such a report as would contain a general survey of existing conditions and problems and at the same time offer suggestions for their solution, we must, at the outset, record our regret at the limitations of time that were imposed on the scope of our enquiry. But for these limitations we should have spent more than a fortnight in each of the three areas. During the short period at our disposal, however, we visited a large number of schools in both urban and rural areas, examined many witnesses and made as detailed a study as possible of the varying conditions and needs of each province. The fact that barely two weeks were available for our tour in the North-West Frontier Province, with its long distances, its limited communications and its intricate problems of primary education, both in the settled districts and in the agencies, shows how seriously we were handicapped in the conduct of our enquiry. We have, nevertheless, in the course of the succeeding pages made an effort to present, as the result of our touring, enquiries and deliberations, a careful general survey of the existing facilities for primary education, to draw attention to the problems connected with it, and to offer

such suggestions towards their solution as have commended themselves to us.

We venture to hope that the information we have been able to collect from the memoranda and oral evidence of a large and representative body of witnesses and from our own observations, and the conclusions we have reached, may be of assistance in the stimulation of greater interest in primary education, and the focussing of more careful thought on the problems connected with it, with the result that it may become available for all children of school age.

6. Report.—The scope of our enquiry extended over three centrally administered areas, namely, the Delhi Province, Ajmer-Merwara and the North-West Frontier Province. We recognise that in some ways the problems connected with primary education are very much alike not only in these three areas, but over the greater part of India. Yet the fact remains that the three areas visited by us, except as regards administration, differ in languages, culture, customs, habits and aptitude of the people for education.

The existing facilities for primary education, the possibilities for its expansion, the resources in the way of finance, buildings, trained teachers—both men and women, as well as the outlook of the people vary considerably in each area. Consequently it was extremely difficult, if not actually impossible, to write a review of existing conditions and to make recommendations, which would be equally applicable to areas so widely different from one another. We have, therefore, decided to deal with each area as a unit in itself, and to divide our report into three parts. The conditions prevailing in each area, the problems that arise in primary education and our recommendations for their solution are set forth in separate sections for each of these three areas.

7. Acknowledgments.—We wish to express our thanks to all those who at the expenditure of much time and labour furnished us at short notice with written statements and to those, also, who gave oral evidence before us. We also wish to express our thanks to the three Administrations and to local bodies, and to all those who rendered assistance in making the necessary arrangements in connection with the tour of the Committee, enabling us to see as much of the working of primary education as was possible in the short time at our disposal.

We take this opportunity of placing on record our high appreciation of the services of Mr. J. H. Green, M.B.E., and of Mr. W. D'Almeida as Secretaries of our Committee; we are especially indebted to Mr. D'Almeida who was with us the greater part of the time when we toured and compiled our report. His tact, his quiet and unassuming efficiency and his ready and capable assistance in preparing notes, in sifting and preparing summaries from the immense mass of written and oral evidence that was placed before us and in drafting our report have been of incalculable value to us.

We should also like to acknowledge our indebtedness to the members of the staff who accompanied us on our tours and who

assisted us greatly by taking down and transcribing evidence, in collecting statistics and generally in the preparation of this report. When touring they had usually to work at high pressure and it was only by their ungrudging efforts that the Committee was able to keep itself abreast of the evidence.

8. Control of primary schools.—We gave our serious attention to the question of the control of primary schools. It has been the generally accepted policy for many years to transfer or retain the control of primary education in the hands of local bodies. Government, which is ultimately responsible for all kinds of education, exercises its responsibility in regard to primary education through the agency of local bodies. We are not satisfied that the local bodies in any of the administrations which we visited have fulfilled their duties in regard to primary education with efficiency, or in such a manner as not to leave itself open to attack on one or more of the grounds of inefficient management, niggardliness of expenditure or narrowness of outlook, and it is our firm conviction that if the direct control of primary schools had been retained in the hands of Government greater progress would have resulted. We are loth, however, in view of the general policy of decentralisation and of placing responsibility for local services upon local authorities to recommend that Government should assume direct control of primary schools. We do feel, however, that local bodies have not been given sufficient instructions in the past as to their duties in the matter of primary education, sufficient pressure has not been brought to bear upon them to ensure that they discharge their responsibilities, and feel that it would be of immense advantage to the spread and improvement of education if the responsibility of local bodies in this matter were firmly impressed upon them by local administrations, and if in addition the Government of India exercised through its local administrations a much greater control over education than it does at the present time.

We recognise that the financial stability of the various local bodies under the administrations directly controlled by the Government of India varies very considerably and we are not in a position to state whether local resources of taxation have been tapped to the fullest extent or that such resources as are available with local bodies have been utilised to the best interests of the community. We are convinced, however, that sufficient money has not been available with local bodies for the necessary expansion of education and would like to set forth as our considered opinion that steps should be taken to ascertain whether a local body is making the fullest use of all its possible resources of income and that in cases when it is found that a local authority has obtained all possible income and is still unable to meet the needs of the expansion of education, central revenues should have no hesitation in coming to the rescue and giving local bodies all that is necessary to ensure that facilities for at least primary education are available to every child in the country.

9. General recommendations for education in areas visited.—The general policy which has been accepted by us is that it is desirable that the whole population of India should become literate, that in order to ensure general literacy full and adequate educational facilities should be provided, that where private effort has not been able to make such provision the State with its local bodies should make provision and that the provision of adequate facilities for education is a necessary preliminary to the application of compulsion.

We would advise that special funds be granted and set apart for providing educational facilities for all communities which are educationally backward, the distribution of these funds to be made by the local administrations, their distribution not being subject to hard and fast rules such as are applicable to grants-in-aid to the ordinary recognised institutions. After these special funds are once allotted to the local administrations complete powers with regard to the spending of them should be devolved on them.

We wish to emphasise the urgent necessity of attention being paid to girls' education and feel that funds should be earmarked for girls' schools distinct from the funds set apart for any scheme of general primary education. Keen interest in this side of primary education is to be found, expressed or implied in the evidence before us. The saying that the education of a boy is the education of an individual but that the education of a girl is the uplift of a whole family is overwhelmingly true in India. The difficult problems of sanitation, child welfare, home hygiene and the prevention of infant mortality which confront the country at present will ultimately be solved by the education of girls whose early education is received at home before the children begin to attend school. To ensure the health and prosperity of the homes, it is essential that girls should attend schools where every surrounding is fresh and attractive, however inexpensive and simple. The little girl then unconsciously absorbs the influences round her and has an instinctive delight in fresh air and cleanliness which she carries to her home. It follows that mistresses must be women of special aptitude. If the mother of the family is "literate" she will see to it that her children are taught to read and write. The influence of the mother and grand-mother is so great in the homes that matters on which they hold firm and fixed opinions cannot be ignored. There is abundant scope for Indian ladies, women of influence and position some of whom are coming forward now-a-days, to press for the improvement of the schools near them and where there are no schools to press for getting them started in properly ventilated and clean houses.

10. Relative educational advance in areas visited.—The tables below compare the state of primary education for boys and girls in the areas visited by us with the advance of such education in the provinces.

Table comparing the state of primary education, 1927-28.

Boys.

Province.	Male population. 1	Boys of school-going age. 2	Boys in primary stage. 3	Percentage of column 3 to 1. 4	Percentage of column 3 to 2. 5
Madras . .	20,870,749	2,921,905	1,827,999	8·8	62·6
Bengal . .	24,151,222	3,381,171	1,633,290	6·8	48·3
United Provinces .	23,787,745	3,330,284	1,078,600	4·5	32·4
Punjab . .	11,306,265	1,582,877	761,132	6·7	48·1
Burma . .	6,756,969	945,976	243,006	3·6	25·7
Bihar and Orissa .	16,765,163	2,347,123	901,854	5·4	38·4
Central Provinces .	6,951,399	973,196	310,819	4·5	31·9
Assam . . .	3,961,109	554,555	218,832	5·5	39·5
North-West Frontier Province.	1,229,316	183,168	50,915 55,680*	4·1 4·5*	27·8 30·4*
Delhi . . .	281,633	30,980	17,098 20,247*	6·1 7·2*	55·2 65·4*
Ajmer-Merwara .	269,566	35,582	(a)8,718 (a)9,911*	3·2 3·7*	24·5 27·9*

* Figures for the year 1928-29.

(a) Includes figures for Mount Abu and certain Railway schools situated outside Ajmer-Merwara proper. If these were excluded the numbers and percentages would be reduced.

N.B.—The population of school-going age has been taken at 14 per cent. of the total population for the eight major provinces, namely, Madras to Assam.

Table comparing the state of primary education, 1927-28.

GIRLS.

Province.	Female population. 1	Girls of school-going age. 2	Girls in primary stage. 3	Percentage of column 3 to 1. 4	Percentage of column 3 to 2. 5
Madras . . .	21,448,236	3,002,753	557,744	2·6	18·6
Bengal . . .	22,544,314	3,156,204	446,427	2·0	14·1
United Provinces .	21,588,042	3,022,326	120,878	0·6	4·0
Punjab . . .	9,378,759	1,313,026	93,843	1·0	7·1
Burma . . .	6,455,223	903,731	169,492	2·6	18·8
Bihar and Orissa .	17,239,383	2,413,514	116,927	0·7	4·8
Central Provinces .	6,961,361	974,591	43,110	0·6	4·4
Assam . . .	3,645,121	510,317	38,114	1·0	7·5
N. W. F. Province .	1,022,024	151,260	7,422	0·7	4·9
			8,269*	0·8*	5·5*
Delhi . . .	206,555	26,645	4,888	2·4	18·3
			6,199*	3·0*	23·3*
Ajmer-Merwara .	225,705	31,147	(*a*)1,839	0·8	5·9
			(*a*)2,260*	1·0*	7·3*

* Figures for the year 1928-29.

(*a*) Includes figures for Mount Abu and certain Railway schools situated outside Ajmer-Merwara proper. If these were excluded the numbers and percentages would be reduced.

N.B.—The population of girls of school-going age has been taken at 14 per cent. of the female population in the case of the major provinces, *i.e.*, Madras to Assam.

A perusal of the two foregoing tables is instructive. In regard to boys' education they indicate that the Delhi Province is educationally one of the most advanced areas in India, but that the N.-W. F. Province and Ajmer-Merwara remain educationally more backward than any other parts of India, excluding Burma. In regard to girls' education also Delhi is one of the most advanced parts of India, its state being comparable to the state of girls' education in Madras, Bengal and Burma, but in the N.-W. F. Province and Ajmer-Merwara girls' education is backward as it is throughout the other parts of India. We consider that primary education should not be less advanced in the administrations under the direct control of the Government of India than it is in the provinces and that all steps should be taken, both administrative

and financial, to ensure that these areas are educationally advanced and not educationally backward. There is much leeway to be made up in both boys' and girls' education in the N.-W. F. Province and Ajmer-Merwara.

R. LITTLEHAILES,
Chairman.

ABDUL QAIYUM,
L. M. STRATFORD,
HAR BILAS SARDA,*
J. C. CHATTERJEE,
} *Members.*

W. D'ALMEIDA,
Secretary.

NEW DELHI,
The 1st April 1930.

* Subject to a note, *vide* page 252 of Report.

PART I.—DELHI.

1. Area, population and language.—The Delhi Province as now constituted covers an area of 593 square miles and has a population, according to the census of 1921, of 488,188. This consists of 330,249 Hindus including Jains, 141,758 Muslims, 8,533 Indian Christians, 4,787 Europeans and Anglo-Indians, 2,764 Sikhs and 97 belonging to other communities. The languages spoken are according to Grierson Western Hindi, Rajasthani (Merwari) and Punjabi in the urban area and Bangaru and Brij Bhasha in the rural area.

2. Civil administration and local bodies.—The administration of the Province is under a Chief Commissioner serving directly under the Government of India. There are four local bodies, namely the District Board, the Delhi Municipal Committee, the Notified Area Committee and the New Delhi Municipal Committee. The Province has no Legislative Council of its own and its educational policy is open to discussion in the Central Legislature.

3. Constitution of local bodies.—The constitution of the local bodies mentioned in the preceding paragraph is as follows:—

District Board.—This consists of 21 members, of whom 12 are elected, 3 nominated and 6 *ex-officio*. For election the entire area is divided into 12 parts, each part electing a member through a joint electorate. The Additional District Magistrate is Chairman of the Board. At present two of the nominated members and one *ex-officio* member are the only Muslim members on the Board. The remainder are Hindus.

Municipal Committee, Delhi.—This consists of 37 members, 24 elected by wards, 6 non-officials elected by special constituencies representing commercial and business interests, 5 nominated by Government and 2 *ex-officio* members. The 24 elected members are returned by separate electorates, namely 12 Hindus and 12 Muslims. Of the 5 nominated members one is a Sikh, one is a Hindu, 2 are Muslims and 1 is an Indian Christian.

Notified Area Committee, Delhi.—This consists of 8 members, 4 nominated and 4 *ex-officio*. There is no elective system. Of the 8 members 6 are Christians and 2 Hindus.

Municipal Committee, New Delhi.—This consists of 12 members, all of whom are appointed by the Chief Commissioner, 6 being nominated and 6 *ex-officio*. At present the 6 *ex-officio* and one of the nominated members are Europeans, of the remainder 2 are Hindus, 2 Sikhs and 1 Muslim.

4. New Cantonment Authority.—There is further the New Cantonment area under the control of the Officer Commanding the station who is the Senior Military Officer, next to the General Officer Commanding, Delhi Independent Brigade Area, Delhi Cantonment. He is styled the Cantonment authority. There is no Committee or Board in the New Cantonment. The Cantonment authority is a ' corporation sole '. The entire powers are vested in him.

5. Effect of separation of Delhi from the Punjab.—As is well-known Delhi formed a part of the Punjab till 1912 when it was separated from the Punjab and constituted into a province under the direct administration of the Governor-General in Council. Though this separation made practically no difference in 1912 to the machinery of administration in the province, and in fact, little difference to the machinery even after the introduction of the Government of India Act of 1919, yet since that date when education throughout India has become a provincial, and in the main a transferred, subject, the difference in administration between Delhi and an adjoining province like the Punjab is most noticeable. In the Punjab the responsibility for education rests upon a Minister, a person nominated by the Governor of the Punjab from among those elected by the people to the Punjab Legislative Council. In Delhi on the other hand the responsibility for education vests in the local Government, *i.e.*, in the Chief Commissioner, a senior Government official. The policy for education is determined in a province by a Minister but in Delhi by a permanent official of Government. Moreover a Minister for Education who is responsible to the people is presumed to have more influence in obtaining funds for education from his Government than is a Chief Commissioner, a permanent official, who is not responsible to the people in the same manner as is a Provincial Minister, for, in a province educational demands are subject to a single sieve while in Delhi they are subject to a double sieve, the local Government and the Government of India, each of which may cut down proposed expenditure. On the other hand most of the gazetted officers employed by the Delhi administration are still borne on the Punjab cadre and most of the Punjab laws—in fact all those relating to primary education—are also applicable to the greater part of Delhi.

6. Application of Punjab legislation to Delhi.—The Delhi Laws Act, 1912 (XIII of 1912), maintained the *status quo* in respect of the territorial application of enactments which were in force in the province prior to its separation from the Punjab. Among these enactments were the Punjab District Boards Act, 1883 (Act XX of 1883), and the Punjab Municipal Act, 1911 (Punjab Act III of 1911), which laid certain functions in respect of education on these local bodies. Amendments to these Acts made by the Punjab Government after 1912 did not apply automatically to the Delhi Province but have been extended by the Governor-General in Council (with or without modifications) to that province under clause 7 of the Delhi Laws Act of 1912, as amended by the Delhi Laws Act of 1915 (Act XII of 1915), which empowers the Governor-General in Council to extend by notification in the Gazette of India, and with such restrictions and modifications as he thinks fit, to the province of Delhi or any part thereof, any enactment which is in force in any part of British India at the date of such notification. These extensions of other Acts are only made on the application of the Chief Commissioner and many of the amendments to the District Boards and Muni-

cipal Acts referred to have been extended to the province. If these extended Acts confer any power or require any action to be taken by the *Local Government*, the Chief Commissioner issues the necessary notification after the Act has been extended to the province by the Governor-General.

In 1915 when certain territory, formerly a part of the United Provinces, was included in the Delhi Province all the laws in force in the then existing province of Delhi (with a few exceptions) were specifically applied to the territory in question and the application of all the Acts previously in force in the added territory (with a few exceptions) was specifically excluded. The effect of the exceptions was to exclude the application of certain Acts of the Governor-General in Council and certain Punjab Acts and to apply instead certain other Acts of the Governor-General in Council and certain United Provinces Acts dealing with land revenue and tenancy.

7. Functions of local bodies in regard to education.—Under the Punjab District Boards Act, 1883, the District Board is responsible for the establishment, management, maintenance and visiting of schools within the area subject to its authority; for the fixation and levy of school fees; for the construction and repair of all buildings connected with these institutions and for making due provision for these matters so far as the funds at its disposal permit. Under the Punjab Municipal Act of 1911 the municipal fund was declared to be applicable to the payment, in whole or in part, of the charges and expense incidental to matters specified in the Act, among them being the construction, establishment and maintenance of schools and other institutions for the promotion of education, the grants-in-aid to schools and other educational institutions and the training of teachers and the establishment of scholarships. So far as the Cantonment area is concerned Section 116 of the Cantonments Act (Act No. II of 1924) lays down that it shall be the duty of every Cantonment authority, so far as the funds at its disposal permit, to make reasonable provision within the Cantonment for establishing and maintaining primary schools. Section 117 of the Act prescribes that a Cantonment authority may, within the Cantonment, make provision for furthering educational objects by measures other than the establishment and maintenance of primary schools.

The position, therefore, is that primary education is provided by local bodies either by means of schools maintained directly by them or by means of schools under private management awarded grants-in-aid by the local bodies for their maintenance. The local bodies are subsequently reimbursed by Government according to rules detailed later for the grants-in-aid paid by them to institutions under private management.

8. Primary Education Act.—The Punjab Primary Education Act, 1919 (Punjab Act VII of 1919), provides for the compulsory primary education of boys of not under 6 and not over 11 years of age and any local authority (which means a District

Board, a Municipal Committee, Cantonment Committee, or a Committee of a Small Town or Notified Area) can apply Part II of the Act, namely that part which deals with compulsory education, to the whole or any part of the area under the limits of its authority. Section 11 of the Act lays down that in any area to which Part II of the Act is applied the local authority shall provide and maintain such schools, accommodation and equipment and employ such educational staff as the Superintendent of Education may consider necessary, while section 12 lays down that in areas to which the Act is extended the local authority shall charge no fees in any recognised school for primary education maintained by itself and, if required by the authorities of any school within its local area not maintained wholly out of provincial or local funds, shall pay from its own funds the whole or part of any fees up to the maximum scale of fees provided by the Punjab Education Code payable for primary education in respect of any boy or boys attending such school. The Act was extended with certain modifications to the province of Delhi by the Government of India notification No. 846/24-Judicial, dated 19th January 1925, the only modification of substance being that while in the Act as applied to the Punjab the vernacular of the child is not specified, in the Act as applied to the Delhi province attendance is excused unless there is a recognised school for primary education conducted in the child's vernacular within a distance of two miles by the nearest route from his residence.

The Municipality of Delhi and the District Board have both availed themselves of the advantage offered by the Act and have applied the provisions of Part II of the Act relating to compulsion to certain areas.

9. Government educational administration.—A post in the Punjab cadre of the Indian Educational Service exists for the head of the educational administration of Delhi (*cum* Ajmer-Merwara) but it has been vacant since the 29th October 1923, when Mr. L. T. Watkins, M.A., proceeded on two years' leave and subsequently retired, and the educational administration of the province has since that date been in charge of the Educational Commissioner with the Government of India who holds collateral charge of the post of Superintendent of Education for the province. He is a senior officer of the Indian Educational Service and is assisted in the administration of Delhi province by the following staff of five inspecting officers.

(1) *Assistant Superintendent of Education (a part-time officer).*—This post has been held from October 1924 by the Headmaster, Government High School, Delhi, who acts as Assistant Superintendent of Education in addition to his duties as Headmaster. This officer, who is in the Provincial Educational Service of the Punjab, disposes of the routine work of the Superintendent's office and he inspects secondary schools when the Superintendent is unable to do so, that is practically always, though he has only a limited amount of time to devote to his duties as Assistant Superintendent of Edu-

cation. He is in receipt of an allowance of Rs. 75 p. m. for this work.

(2) *The District Inspector of Schools (a full-time officer).*—This post is also in the cadre of the Provincial Educational Service of the Punjab. The officer holding it is the educational adviser to the local bodies; he is responsible for the efficient administration of middle and primary schools and though he assists in the inspection of high schools he is the officer who is directly in touch with primary schools in the province and is—under general instructions from the Superintendent of Education—responsible for seeing that the policy for primary education determined upon for the province is carried out.

(3) & (4) *Two Assistant District Inspectors of Schools (full-time officers).*—These posts are borne on the Subordinate Educational Service cadre of the Punjab and the officers holding them assist the District Inspector of Schools in the inspection of primary schools.

(5) *Assistant Superintendent of Girls' Education.*—This post, which is held by a lady, is directly under the Delhi administration, although the officer holding it devotes part of her time to inspecting schools and advising on the educational policy in Ajmer-Merwara for girls. She is a gazetted officer of the same rank as an Inspectress of Schools in the Punjab, and, subject to the general control exercised by the Superintendent of Education, is in charge of women's education in Delhi.

10. Relation of agency for educational administration with the agency for general administration, Government and Public.—There are no primary schools maintained directly by Government but there are 3 secondary schools with primary departments attached to them, namely the Industrial School, Delhi, the New Cantonment School for boys at New Cantonment and the Model School for girls at Delhi attached to the training department for women teachers which are all controlled and maintained by the Superintendent of Education through the District Inspector and the Assistant Superintendent of Girls' Education respectively. Privately managed schools are under the direct control of their own managements but Government exercise a certain amount of control through a system of " recognition " and grants-in-aid, the schools being inspected by the staff of the Superintendent of Education, namely the District Inspector, the Assistant District Inspectors of Schools and the Assistant Superintendent of Girls' Education. The control over municipal primary schools in Delhi city is vested in the Municipality which has appointed two Superintendents of Education for the supervision of their boys' schools and a Lady Superintendent for the supervision of their girls' schools. The Lady Superintendent has, however, been sent to England for training, so that at present no separate arrangements exist for the supervision of girls' schools by the Municipality. Other primary schools in the Notified Area and in the rural areas are controlled and managed by the Notified Area.

Committee and the District Board respectively. The inspection of all primary schools is carried out by the Government inspecting staff.

11. Statistics.—The following statistics which have a bearing on educational administration in Delhi have been collected in this paragraph for ready reference.

I.—*Total population (1921), 488,188.*

Total male population	281,633
Urban	182,054
Rural	99,579
Total female population	206,555
Urban	122,366
Rural	84,189
Population of school-going age—	
Urban—	
Boys	20,026
Girls	15,785
Rural—	
Boys	10,954
Girls	10,860
TOTAL—	
Boys	30,980
Girls	26,645

The population of school-going age has been taken at 11 per cent. for males and 12·9 per cent. for females, in accordance with the method of calculation adopted in Chapter VI of the Ninth Quinquennial Review on the Progress of Education in India, 1922-27. A copy of the note on the subject, together with the necessary figures for the provinces of Delhi, Ajmer-Merwara and North-West Frontier Province will be found in Appendix "D".

II.—*Average attendance of scholars (in primary schools).*

	Boys.	Girls.
1926-27	7,346	1,816
1927-28	10,716	2,215
1928-29	13,762	3,221

III.—*Number of primary schools and primary sections of secondary schools showing the number of boys' and girls' schools and the number of pupils attending them.*

(*a*) SCHOOLS FOR BOYS.

Year.	No. of primary schools.	No. of primary sections of secondary schools.	Total.	Pupils in primary stage.		
				In primary schools.	In primary sections of secondary schools.	Total.
1926-27 . .	148	31	179	8,940	3,974	12,914
1927-28 . .	157	36	193	12,928	4,170	17,098
1928-29 . .	163	41	204	15,269	4,978	20,247

(*b*) SCHOOLS FOR GIRLS.

Year.	No. of primary schools.	No. of primary sections of secondary schools.	Total.	Pupils in primary stage.		
				In primary schools.	In primary sections of secondary schools.	Total.
1926-27 . .	33	10	43	2,313	1,614	3,927
1927-28 .	37	12	49	3,044	1,844	4,888
1928-29 . .	43	12	55	4,070	2,129	6,199

IV.—*Number of teachers, men and women, trained and untrained, employed in primary schools in the Delhi Province.*

Year.	Men teachers.			Women teachers.			All teachers.		
	Trained.	Untrained.	Total.	Trained.	Untrained.	Total.	Trained.	Untrained.	Total.
1926-27 . . .	242	54	296	46	39	85	288	93	381
1927-28 . . .	294	138	432	49	44	93	343	182	525
1928-29 . . .	304	117	421	65	77	142	369	194	563

V.—*Expenditure on primary education.*

(*a*) SCHOOLS FOR BOYS.

Year.	Expenditure from					Total expenditure.
	Government funds	District Board funds.	Municipal funds.	Fees.	Other sources.	
1926-27 . .	85,446	8,546	41,689	4,132	34,681	1,74,494
1927-28 . .	78,683	8,126	78,583	381	35,015	2,00,788
1928-29 . .	1,21,912	42,568	1,18,600	..	35,934	3,19,014

(*b*) SCHOOLS FOR GIRLS.

Year.	Expenditure from					Total expenditure.
	Government funds.	District Board funds.	Municipal funds.	Fees.	Other sources.	
1926-27 . .	1,504	5,026	34,927	142	9,477	51,076
1927-28 . .	25,561	5,678	31,494	..	8,808	71,541
1928-29 . .	30,641	1,650	41,421	..	13,320	87,032

NOTE.—The figures given in the above statements relate to the 31st March of each year.

12. Aim of primary education.—The chief aim of primary education at the present time is considered by us to be the making of the population *quasi*-permanently literate. In the Census Report of 1921 those persons only were classified as literate who could write a letter to a friend and read the answer to it. We, however, are of opinion that a boy to be permanently literate should be able not only to read a simple printed document in his own vernacular but also to write a simple letter to a friend and to read a simple letter received by him. In addition, he ought to have an elementary acquaintanceship with arithmetic so as to be able to check simple money transactions as well as other transactions, for instance, those regarding the measurement of land, which he may sometimes be called upon to do when he grows up. In short, a boy who has received a primary education ought to be able to understand the bania's accounts, the official village records and the patwari's books, and should also have a rudimentary knowledge of English.

We consider it desirable that the rudiments of English should be taught in the highest class in a primary school. It is not necessary, however, to go far, but it is necessary that children even in villages should know the Roman numerals and the Roman alphabet, since such knowledge has a distinct utilitarian value. *Inter alia*, the names of places and the distances marked on milestones by the road side are sometimes given only in Roman numerals and letters, while the names of railway stations are sometimes printed only in Roman letters. Moreover in correspondence it is desirable that the Roman script should be used in the addresses on the envelopes, especially where letters are sent from an area in India where one alphabet is in use to another area where a different alphabet is in use. We recognise that instruction in English in the primary schools can be given only by teachers who have some knowledge of English, but we consider that the amount which is

required by a teacher in a primary school may quite easily be given to him while he is receiving his professional training. Trained teachers with higher qualifications, for example, matriculates, already possess a sufficient knowledge of English to give the necessary elementary instruction in that subject to pupils of a primary school without special training. We realise that to impart the knowledge of English in addition to the ordinary subjects of the school curriculum may be forcing the intellectual growth of the child to the detriment of his physical development, but we consider that any ill-effect in this direction could easily be obviated if the scope of the other subjects taught were reduced.

In the case of girls, we consider that not only should girls receive such an education as will make them literate at the end of their primary school course, but that the course should include some instruction in handwork and in the simplest domestic arts, *e.g.*, sewing, as will not only appeal to them and to their parents, but which will be of use to them when they grow up and have homes of their own.

13. Duration of the primary school course.—The duration of the primary school course for boys is at present four years. It used to be five years but it was reduced during the quinquennium of 1921-22 to four years in the Punjab, and since Punjab rules apply to Delhi this reduction was made in Delhi also. In the evidence laid before us considerable emphasis was laid on the fact that a four years' course was insufficient. It failed to achieve one of the most important functions of primary education, namely the acquisition of *quasi*-permanent literacy. It was held that the age of the pupils when they had completed their four years' primary education was too low for the instruction received to be of lasting value and that in areas, particularly rural areas, where literacy is far from general, pupils more often than not relapse into illiteracy, very soon after the termination of their primary school course. The period of four years was stated to be insufficient to create that love for reading which is needed for the further advancement of the pupil and for the retention of such literacy as he has acquired.

According to the Quinquennial Report on Education in the Punjab for the year 1921-22, the main reason for reducing the primary school course from five years to four years was stated to be as follows:—" to meet the main requirements of the Compulsory Education Act, to relieve teachers in single-teacher schools from the impossible burden of teaching five classes, to eliminate the three class school, and also to equate the opportunities of urban and rural boys, the study of English being started in the 5th class ".

We find it difficult to know how a reduction of the school course from five years to four years would meet the main requirements of compulsory education when the ages of compulsion extend over a period of five years 6 to 11. We are also convinced that the task of the teacher in a single-teacher school who has to teach

five classes is very little if at all greater than the task of teaching four classes. We are also of opinion that the opportunities of urban and rural boys cannot be made equal in India any more than they can in any country of the world, and that the study of English can be restricted to the 5th class only by means of an executive order or an alteration in the educational code. We have set out above the small knowledge of English that we consider is needed and have suggested that teachers could while under training be made fit to impart that small amount of English. We do not, however, wish to criticise the reasons put forward in the Punjab for reducing the primary school course from five to four years, nor do we wish to consider whether the reduction made in the Punjab has been successful in that area. What we wish to emphasize is that the majority of witnesses who appeared before us were strongly in favour of reverting to a system which included a primary school course extending over five years. One reason put forward before us for this change was that the extension of the course to five years would render a lower middle stage unnecessary, and thus save considerable expense. It appears to us that in view of the general continuity of the educational courses in Delhi, it is a matter of more or less indifference whether the fifth year course is held to be a primary course or a lower middle course, the difference being more one of terminology than of substance, and that the saving in expenditure would depend to a very large extent upon the cost of the teacher, and this cost would depend upon the minimum qualifications laid down that a teacher should hold before he is considered suitable to teach in the 5th standard of a school. On the other hand, it was held by some of the witnesses that a four years' primary school course saves the child one year's stay at school and gives him an opportunity to complete his matriculation course one year earlier than otherwise and to take his university degree in sufficient time to prevent his being over the age for entry into any career which he desires to take up. This latter reason did not carry much weight with us since the primary school course has as its object not the preparation of youths who are likely to go on to a high school education; it is mainly for the mass of the population, the great majority of whom in every country of the world never reach an educational standard which is considered to be suitable for entrance into a university for a further course of study.

While we recognise that in cases where the child lives in a well-educated family, amid cultured surroundings, where the instruction given in school is by modern efficient methods or where the teacher is full of enthusiasm for his work and love for his pupils, the duration of formal instruction to be imparted to the child in order to make it literate may be only four years, we also recognise that these are not the usual conditions under which children receive their education, especially in the rural areas of Delhi. We further notice that throughout the greater part of India the primary school course extends to five years, and that where education is compulsory the ages of compulsion are usually

for a period of five years from the age of 6 to the age of 11. Bearing these facts in mind and remembering that the bulk of the evidence indicated a reasoned desire for a five years' course we advise that the duration of the primary course be extended from four to five years.

The primary course for girls is at present five years. Written and oral evidence show that there is no wish to reduce the period, but suggestions were made to introduce elementary home craft in urban and rural schools and industrial handwork in village schools, and it is clearly impossible to reduce the duration of primary school instruction below five years if additions are to be made to the curriculum. Such additions might require in the future an extension rather than a diminution in the period of the course.

14. Management of schools.—The agencies employed for the management of schools for primary education in the Delhi province are Government, the Delhi and New Delhi Municipal Committees, the Notified Area Committee, the District Board, Missionary Societies, other private associations and private individuals. Schools under public control are open to all classes of the community. Missionary societies also afford educational facilities for children of all classes and creeds, although some of their residential schools are confined to Christians. Schools maintained by some private associations are open to all classes of the community, while others, being run on sectarian lines, restrict their admissions. Maktabs (mainly used by Muslims) and pathshalas (mainly used by orthodox high caste Hindus) are maintained by private individuals.

The number of schools, including primary departments of secondary schools, managed by the different bodies together with the enrolment of pupils are shown in the statements below:—

I.—Schools for boys.

(*i*) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1928-29.*

	Government				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
1. Municipal Committee, Delhi .	...	...	1	183	45	8,083	4	951	40	3,773	11	1,650	85	11,856	16	2,784
2. Municipal Committee, New Delhi.	...	...	...	...	2	466	...	...	...	...	1	48	2	466	1	48
3. District Board, Delhi . . .	...	...	...	...	62	2,475	20	1,706	14	472	2	132	76	2,947	22	1,838
4. Notified Area Committee, Delhi	...	...	...	...	...	...	1	201	...	...	...	...	...	...	1	201
5. New Cantonment Committee .	...	...	1	107	...	...	...	...	...	...	...	...	...	...	1	107
Total .	...	...	2	290	109	11,024	25	2,858	54	4,245	14	1,830	163	15,269	41	4,978

Total number of primary schools and primary departments—204.

Total number of scholars—20,247.

(*ii*) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1927-28.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
1. Municipal Committee, Delhi	...	...	1	173	38	6,844	4	804	44	3,449	9	1,112	82	10,293	14	2,089
2. Municipal Committee, New Delhi.	...	...	...	..	1	99	1	310	...	...	1	65	1	99	2	375
3. District Board, *Delhi*	...	...	...	...	63	2,216	16	1,300	11	320	2	122	74	2,536	18	1,422
4. Notified Area Committee, Delhi	...	...	...	...	..	..	1	166	...	...	...	..	...	...	1	166
5. New Cantonment Committee	...	...	1	118	...	..	...	...	...	...	...	...	...	...	1	118
Total	...	...	2	291	102	9,159	22	2,580	55	3,769	12	1,299	157	12.928	36	4,170

Total number of primary schools and primary departments—193.

Total number of scholars—17,098.

(iii) Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1926-27.

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
1. Municipal Committee, Delhi .	...	...	...	...	35	3,112	4	713	35	2,901	10	1,511	70	6,013	14	2,224
2. Municipal Committee, New Delhi.	...	...	...	...	1	106	1	382	...	...	1	42	1	106	2	424
3. District Board, Delhi . .	...	...	...	...	65	2,455	11	986	12	366	2	64	77	2,821	13	1,050
4. Notified Area Committee .	...	...	...	...	...	...	1	170	...	...	...	...	...	...	1	170
5. New Cantonment Committee .	...	...	1	106	...	...	...	...	...	...	...	...	...	...	1	106
Total .	...	...	1	106	101	5,673	17	2,251	47	3,267	13	1,617	148	8,940	31	3,974

Total number of primary schools and departments—179.

Total number of scholars—12,914.

II.—Schools for girls.

(i) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle Schools in the following administrative areas during 1928-29.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
1. Municipal Committee, Delhi .	...	...	1	122	16	2,009	1	242	14	1,381	6	1,164	31	3,390	8	1,528
2. Municipal Committee, New Delhi.	...	...	..	...	1	95	1	257	...	...	...	...	1	95	1	257
3. District Board, Delhi . .	...	...	...	...	8	347	...	...	...	...	...	..	8	347	...	...
4. Notified Area Committee, Delhi.	...	...	...	...	2	110	...	...	2	128	3	344	4	238	3	344
5. New Cantonment Committee .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total .	...	...	1	122	27	2,561	2	499	16	1,509	9	1,508	43	4,070	12	2,129

Total number of primary schools and departments—55.

Total number of scholars —6,199.

(ii) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1927-28.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
1. Municipal Committee, Delhi	...	...	1	88	16	1,415	1	184	9	1,137	6	1,092	25	2,552	8	1,364
2. Municipal Committee, New Delhi	...	...	...	...	1	63	1	170	...	...	...	...	1	63	1	170
3. District Board, Delhi	...	...	...	...	7	264	...	...	..	...	...	...	7	264	...	...
4. Notified Area Committee, Delhi	...	...	...		2	85	...	...	2	80	3	310	4	165	3	310
5. New Cantonment Committee	...	...	...	...	...	...	...	...	...	...	.	...	...	...	.	...
Total	...	...	1	88	26	1,827	2	354	11	1,217	9	1,402	37	3,044	12	1,844

Total number of primary schools and departments—49.

Total number of scholars—4,888.

(iii) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1926-27.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
1. Municipal Committee, Delhi .	...	...	1	110	14	883	...	...	9	1,140	5	1,042	23	2,023	6	1,152
2. Municipal Committee, New Delhi	...	..	...	...	1	56	1	159	...	...	...	...	1	56	1	159
3. District Board, Delhi . .	...	...	...	.	7	164	...	...	...	...	...	...	7	164	...	...
4. Notified Area Committee, Delhi	...	...	...	...	2	70	...	...	...	...	3	303	2	70	3	303
5. New Cantonment Committee .	...	...	...	...	...	...	...	...	...	..	...	..	...	...	...	...
Total .	...	...	1	110	24	1,173	1	159	9	1,140	8	1,345	33	2,313	10	1,614

Total number of primary schools and departments—43.

Total number of scholars—3,927.

15. Part played by the several agencies in spreading education.—In order to know what part the three chief agencies, namely the District Board, the Municipalities and private effort, are playing in primary education and also to know what the tendencies are at the present moment, it is not enough if we compare the figures for the last three years only; for these figures indicate a tendency over too short a period for generalisation. Hence in the statements below figures for the year 1922-23 and the years 1926-27 to 1928-29 have been compiled. (Figures for the year 1921-22 have not been taken, for conditions in that year were exceptional since in the year 1922 the District Board was forced to close down 14 primary schools for want of funds).

TABLE A.

Primary schools for boys in the Delhi Province.

Year	Maintained by Municipalities.			Maintained by the District Board.			Maintained by private agencies.			Total.		
	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.
1922-23 . . .	21	1,468	70	68	2,074	31	28	1,881	67	117	5,423	46
1926-27 . . .	36	3,218	89	65	2,455	38	47	3,267	70	148	8,940	60
1927-28 . . .	39	6,943	178	63	2,216	35	55	3,769	69	157	12,928	82
1928-29 . . .	47	8,549	182	62	2,475	40	54	4,245	79	163	15,269	94

TABLE B.

Primary schools for girls in the Delhi Province.

Year	Maintained by Municipalities.			Maintained by the District Board.			Maintained by private agencies.			Total.		
	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.
1922-23	8	336	42	6	165	28	6	270	45	20	771	39
1926-27	17	1,009	59	7	164	23	9	1,140	127	33	2,313	70
1927-28	19	1,563	82	7	264	38	11	1,217	111	37	3,044	82
1928-29	19	2,214	117	8	347	43	16	1,509	94	43	4,070	95

Table " A " shows clearly that the Municipality is taking an ever increasing share in provision being made for primary education of boys, the enrolment in municipal schools in 1928-29 being about six times that in 1922-23. In 1922-23 municipal schools had only one-fourth of the total enrolment of primary schools, in 1926-27 they had a little more than one-third, while in 1928-29 considerably more than one half of the total enrolment is to be found in schools maintained by the Municipality. This progressive activity on the part of the Municipality is largely due to the application of the compulsory provisions of the Punjab Primary Education Act to the city of Delhi and to the introduction of compulsory primary education in some of its wards. It is also evident from the table that this increase in total enrolment was achieved not so much by the opening of many more new schools as by an increased attendance at schools; for in the same period the number of schools has only doubled itself while the average number of scholars in a municipal primary school has increased from 70 in 1922-23 to 182 in 1928-29.

Just as in the case of schools for boys two kinds of school management offer education up to the end of the primary stage for the daughters of urban dwellers of the Delhi Province, *viz.*, the Municipalities and private agencies. Table " B " shows that the schools maintained by the Municipalities have been proving themselves to be increasingly popular, for between 1922-23 and 1926-27 their number increased from 8 to 17, while in the same period the enrolment was trebled; between 1926-27 and 1928-29 though the number of schools increased only by two the enrolment in the latter year was more than twice what it was in the former year; the increase in the year 1928-29 deserves special notice for although no more new schools were opened the increase in enrolment was greater than that in the previous year when two new schools were opened. A comparison of these figures with the corresponding figures for schools under other kinds of management shows that most of the new girl pupils are flocking to municipal schools; they prefer to study in municipal schools rather than in privately managed schools. The increasing popularity of municipal schools is also evidenced by the fact that the average number of pupils in a municipal school has increased from 42 in 1922-23 to 117 in 1928-29. It is clear that girls in the urban areas of the Delhi Province have recently evinced a strong desire for primary education and that they are in larger and larger numbers beginning to attend municipal schools.

The number of schools for boys maintained in the rural areas by the District Board shows a slight decrease but the number of pupils has increased slightly.

So far as girls are concerned Table " B " shows clearly that the District Board has not taken much interest in the primary education of its girls, for the number of primary schools maintained by the Board has increased by only 2 in six years, that is from 6 in 1922-23 to 8 in 1928-29; in the same period, the enrol-

ment has doubled itself rising from 165 to 347. It is clear that in recent years the inhabitants of rural areas have begun to take an interest in education and that they are now beginning to show anxiety to educate their daughters. That this is so is clear from the table, for the average number of scholars per school fell from 28 in 1922-23 to 23 in 1926-27 but rose to 43 in 1928-29. This increase is probably largely due to propaganda work persistently carried on by Missionary Societies, Women's Associations, officials and societies and organizations whose aim it is to expand education—especially girls' education—in the country.

Since almost all the schools maintained by private bodies are located within municipal limits and we have no evidence that the present policy of private managers—namely to concentrate their attention on urban rather than on rural areas—is to be changed, it is clear that the only agency upon which we can rely for the development of facilities for primary education in the rural area is the District Board. For obvious reasons we do not consider the direct control of Government over schools for primary education. Hence as a forecast for the future we can say that unless the District Board draws up and carries out programmes of expansion on a large and comprehensive scale for the extension of primary education for both boys and girls and provides large number of additional schools, it will not play the part that it should in the spread of elementary education among the masses in rural Delhi; the provision made for the primary education of boys as well as of girls will continue to be unsatisfactory.

Private effort has not been idle; the number of schools for boys maintained by these agencies has been practically doubled, while the enrolment has been more than doubled. But though the number of such schools is greater than the number of municipal schools the enrolment is slightly less than half of that in municipal primary schools and only about one quarter of the total. That the average number of pupils in a private school was almost constant from 1923 to 1928 appears to show that more pupils can receive education in schools maintained by private bodies only if more such schools are provided. But it is a well recognised fact that in every country there is a limit to the amount of assistance that private bodies can give in helping the State and evidence in Delhi went to show that this limit was not far off, if it had not already been reached, in the provision of educational facilities in Delhi.

As for girls' schools managed by private agencies it would appear that these though popular are not so popular as are municipal schools. From 1922-23 to 1926-27 they were quite popular for in that period, while the number of schools increased from 6 to 9, the enrolment more than quadrupled itself and the average number of scholars in a school increased from 45 to 127—an average which has not been reached by municipal schools. Till 1927 schools managed by private agencies were more popular than municipal schools. But from 1926-27 the popularity of private

schools relative to municipal schools began to wane; in 1927-28 though two more such schools were opened the increase in attendance was small; in fact the average in each school fell from 127 to 111. In 1928-29 though these agencies opened 5 more new schools (as many as half the number in existence prior to this year), yet the enrolment increased by 282 only and the average number of pupils in a privately managed school fell from 111 to 94. In the same year as was remarked before the enrolment in municipal schools increased by about 650 though no new municipal school was opened. Girls would appear to prefer municipal schools to privately managed schools; this may be due to the fact that the municipality has opened additional schools or to the increased accommodation provided in municipal schools or to the sectarian nature of some of the privately managed schools. Private schools which taught a little less than one-half of the total number of pupils in 1926-27 had only a little more than one-third of the total enrolment in 1928-29. The conclusion, therefore, seems to be that private agencies cannot hope to compete with the Municipality in the provision of primary educational facilities and that in future the work done by private agencies though not insignificant will scarcely be compensurate with that done by the Municipality.

There has recently been a great awakening in the matter of girls' education and we can safely forecast that the Municipality will in future concern itself with an ever increasing share in the task of primary education of both boys and girls in the urban areas of the province and that education amongst the rural population will not make much headway unless the District Board casts aside its apathetic attitude and introduces wide schemes of extension including the opening of new schools; we do not anticipate that the share borne by private effort will increase considerably though it is quite possible that the number of schools and scholars taught in them may be slightly greater in the future than what they have been in the past.

As has been shown above the Municipality has done a great deal towards improving, enlarging and extending educational facilities in the province. Private effort has also made valuable contributions mainly in the city of Delhi and in the areas where the District Board has not located schools. Nevertheless, purely private enterprise as distinct from the efforts of large associations, like missionary bodies, has not always been very successful. This is mainly due to two factors, the teachers in privately managed schools depending as they do almost entirely on their schools for their living are poorly remunerated, while the sectarian atmosphere which surrounds many such institutions obscures the aims of a true education and detracts from their sphere of utility. After a brief existence many private institutions in the municipal area have had to be closed down or be handed over to the Municipality, since the idea that primary education is mainly the function of a Government or a local body is gaining ground, the general public

being inclined to support provision more for secondary and higher than for primary education.

While witnesses do not deny the utility of privately managed schools and the necessity for their existence in the educational scheme of the province it was generally put forward, although some differed from this view, that the schools under municipal control were better organised than those under private management. It was, however, urged by others that privately managed schools maintain a higher standard of efficiency than the municipal schools and on this account it was urged that schools under private management which gave proper secular instruction should be aided and encouraged wherever possible.

Lack of co-operation between the Municipality and the Education Department is another factor which has been greatly stressed by witnesses. Rule 7 of Chapter II of the Punjab Education Code lays down that subject to the provisions of Section 33 of the Punjab Municipal Act and Section 19A of the Punjab District Boards Act questions relating to the appointment, promotion, leave, dismissal, transfer, etc., of teachers employed in primary schools maintained by local bodies shall be disposed of in consultation with the President or Chairman of the local body concerned, by the Inspectress in the case of teachers in girls' schools and by the District Inspector in the case of teachers in boys' schools. The sections of these Acts referred to enable the local bodies, with the previous sanction of the local Government, by resolution, to delegate to officers of the Department of Public Instruction powers which are under the Acts conferred on the local bodies. Evidence showed that no such powers whatever have been delegated by formal resolutions to any of the educational officers working in Delhi, and further that there was a lack of co-operation between the Municipality and the Government department of education reported to be the result of communal and personal influences operating within the Municipal Committee, which is reacting adversely on the efficiency of the educational administration of the city. In the area under the control of the District Board, however, relations between the educational officers and the local body were cordial, the only complaint that was made being that the District Board relied too much upon departmental initiative and executive action.

16. Educational administration.—In paragraph 9 it has been stated that a post on the Punjab cadre of the Indian Educational Service exists for the head of the educational administration of Delhi (*cum* Ajmer-Merwara), that the post has been vacant since Mr. Watkins left in 1923 and that the educational administration of the province has since then been in charge of the Educational Commissioner with the Government of India who holds collateral charge of the post of Superintendent of Education for the province. We have also pointed out in the same paragraph that the Assistant Superintendent of Education, whose main duty is his work as Headmaster of the Government

High School, has only a limited time to devote to his duties as Assistant Superintendent, namely attending to the routine work of the office of the Superintendent of Education and inspecting secondary schools. We have received a large volume of opinion in favour of having a separate Superintendent of Education for the Delhi Province and we consider that with a view to the maintenance of efficient administration of education in the province a closer supervision is required than the existing arrangements have rendered possible. We therefore advise that a separate whole-time officer, a Superintendent of Education, of the standing of an Indian Educational Service Officer, should be appointed for the whole of the Delhi province. This officer should be a member of the Municipality of Delhi and an *ex-officio* member of its education sub-committee. His position should be analogous to the position of the Chief Medical Officer of Delhi city who is an officer of the Indian Medical Service. If an officer of this standing were appointed he would be more acceptable to the Municipality than an officer of the standing of the Assistant Superintendent of Education and the control of the whole of the inspection of schools, including municipal schools, should be entrusted to his care.

We are of opinion that the Delhi Province requires the full-time attention of the Assistant Superintendent of Girls' Education who should not be burdened with any work outside the province. If however the Assistant Superintendent of Girls' Education in Delhi is to continue to have any duties in Ajmer-Merwara she should be helped by an assistant in her work. There is much pioneer and propaganda work to be done in both Delhi and Ajmer-Merwara which cannot be done by a single lady.

17. Control and supervision of schools.—The supervising staff of the Municipality consists of one Hindu and one Muslim Superintendent of Municipal Education. The town is divided into nine areas, five of which have been allotted to one and four to the other. One of them is styled Senior Superintendent of Municipal Education, but in actual practice there is no relation of seniority or juniority between the two officers, each being in independent charge of the area under his control. Evidence was given before us that there was lack of co-operation between these officers and that it was generally believed that the municipal supervising staff was responsible for much of the inefficiency in municipal schools. There was a considerable volume of opinion expressed before us in favour of the inspecting and supervising staff being under Government control. The following measures were suggested for achieving this end:—

(*a*) Instead of two Municipal Superintendents an additional Assistant District Inspector of Schools in Government service under the direct control of the Education Department (making three in all) should be appointed to look after educational work in municipal schools. The influence of the people themselves would be exercised by means of advisory committees of prominent

persons to help the Assistant District Inspector in charge in propaganda work, each ward having one such committee.

(*b*) The District Inspector of Schools should be a member of the Municipality and a member of the educational sub-committee in order to have an effective voice in decisions on educational matters. At present he is only an adviser and his views do not carry weight with the Committee.

(*c*) Control and inspection of municipal schools should be taken over by Government staff.

(*d*) The appointment of two Government inspecting officers or two additional assistants to the District Inspector of Schools or a separate inspecting officer to look after compulsory education alone.

(*e*) There should be only one Superintendent of Municipal Education instead of two as at present.

One part of our Committee was of opinion that there was no necessity for the appointment of officers serving directly under the Municipality as superintendents of municipal schools, but that if they were appointed then they should confine their attention to the general organisation of municipal schools, advising the teachers in such schools, propaganda work for the advancement of education, and supervising the work of the teachers and helping them. Formal inspection, curricula, courses of study, and promotions should be left to the departmental officers concerned.

On the other hand, some members of the Committee were of opinion that it is very desirable in large areas like Delhi city, where compulsory education has been introduced, for the Municipality to have officers of its own under its own direct control for looking after its educational interests, and for supervising its schools. But even those who hold this view consider that the schools should be subject to the formal inspection of Government officers and that they should draw up their courses and curricula in accordance with the general rules laid down for all recognised schools.

We recognise that if an inspecting officer has the real advance of education at heart it is difficult, if not impossible, for him to separate entirely supervision from inspection. An inspecting officer of Government is at present required both to supervise and to inspect schools under private management, and if superintendents of municipal schools are appointed we consider that while they should confine their attention to the guidance and supervision of teachers it will still be necessary for the inspecting staff of Government to supervise as well as inspect.

If our recommendation for the appointment of a separate Superintendent of Education is accepted he would be a member both of the Municipality and the education sub-committee of the Municipality instead of the District Inspector of Schools.

18. Suggestions made to the Committee for improvement of management of schools.—We now turn to the consideration of various suggestions which have been put forward by different witnesses for the improvement of the management of boys' and girls' education under existing conditions in urban and rural areas. These are:—

(1) The entire education of the province should be co-ordinated in the hands of a Central Primary Education Board which should direct the work in different urban and rural areas through local committees. Ladies would serve on the committees and the Municipality and the education sub-committee of the Municipality would be represented. The State, the public and the district and other municipal boards and private agencies engaged in education should be properly represented on the Central Board and its branch committees. Whenever practicable each school should be directly under the management of its own small committee, the Central Board and its branch committees acting as general advisory authorities.

(2) All schools in Delhi Municipality should be combined for educational effort and a Delhi Educational Council or Joint Board should be constituted under the Superintendent of Education. The District Inspector of Schools and supervisors of the Municipality would be *ex-officio* members of the Board and would have full voting power.

(3) Enlistment of the co-operation of leading men residing in the mohalla where a school exists by the formation of several educational sub-committees, one for each mohalla.

(4) Parents should be encouraged to take interest in their children's education. There should be demonstration lectures.

(5) There should also be excursions for pupils and teachers and the provision of a library for teachers.

(6) Municipal superintendents should have powers to deal with teachers by fine or transfer and to endorse teachers' certificates.

(7) The control which is exercised by the District Board should be exercised with the assistance of parents' advisory committees and other supervising agencies.

(8) Lady superintendent of girls' education to supervise (not inspect) schools should be appointed.

(9) Assistant Superintendent of Girls' Education should be given a well educated and experienced Assistant Inspectress and the latter should be provided with accommodation, conveyance allowance and a peon and special clerk.

(10) A committee of ladies should be formed to co-operate with the Government inspecting staff for women's education in the city of Delhi.

(11) The rules in the Education Code that transfers and dismissals should be disposed of by local bodies in consultation with the inspecting staff should be observed.

19. Remedies suggested by the Committee.—We have considered all these suggestions and the remedies which we propose are discussed in the paragraphs that follow. The Municipal Committee has at present a sub-committee of its members for education consisting of nine members. We are of opinion that the Superintendent of Education, if he is appointed, otherwise the District Inspector of Schools and the Assistant Superintendent of Girls' Education should be appointed as *ex-officio* members of the sub-committee for education. There was some difference of opinion between us as to whether these two *ex-officio* members should or should not have powers of voting.

Regarding the Municipal Committee itself, it is understood that no lady may be an elected member and it is a fact that there is at the present time no lady nominated as member of the Municipal Committee. We consider that it would be to the interests of education in general and of girls' education in particular if it were possible to have one or more non-official lady members on the Municipal Committee and we suggest that the rules be altered or nominations be made so as to secure this object.

20. It was brought out in evidence that transfers and dismissals of teachers were disposed of by the Municipal authorities themselves without consulting the Government inspecting agency in contravention of the rules laid down by Government for the administration of education in municipal areas. We consider that this leads not only to a great deal of friction but also to inefficiency in the schools, and we recommend that measures should be taken to ensure that the rules laid down by Government in this regard are observed.

21. It was put forward in evidence that the managements of many girls' schools were entirely or almost entirely in the hands of men. While recognising the difficulty of obtaining educated women who will give the time to act on committees of management of private schools we are yet of opinion that it is necessary in the interests of girls' education to have at least one lady on each committee of management of a privately managed school. We would, therefore, advise that Government should include a rule in the Education Code to the effect that the management of no school for girls will be considered satisfactory and consequently that it will not be recognised and will not receive any grant-in-aid unless at least one member of its committee of management is a lady. It is recognised that the managers of some schools under private management, especially single manager schools and orphanages, do not take a very keen personal interest in the welfare of the school; that they delegate almost complete control and management to some person or persons who are unacquainted with educational ideals, administration or methods of instruction. Such schools are in our opinion not satisfactory and it is doubtful whether sufficient importance is attached to the need for an efficient manager in considering the grant of recognition and consequent aid to such schools. We find it difficult to advise that any addi-

tional rule should be inserted in the Education Code in this regard, but if the recommendation which we make later is accepted the board which we proposed to constitute should exercise sufficient influence over the managements of schools to obviate the necessity for an additional code rule.

22. Although the District Board controls several schools it was brought out in evidence that the individual members of the Board do not take very much interest in education. Practically the whole of the administration of their schools is left to the Government inspecting agency and no fault was found with the efficiency of this arrangement. On the other hand the Government inspecting agency cannot see to the needs for the institution of additional schools nor can it exercise that influence over the people which a member of the District Board is expected to be able to exercise. We are therefore of opinion that the District Board as a whole as well as its individual members should be induced to take more interest in the schools under its charge. With this object in view we recommend that an educational sub-committee of the District Board be appointed, composed of some members of the District Board and having power to co-opt other members to it. The constitution of the Board should be such that the interests of all communities are adequately represented. We do not enter into the details of the working of such a sub-committee as analogous sub-committees exist in plenty in other parts of the country.

23. Board of Primary Education.—We now come to the most important matter, namely, the constitution of a Board of Primary Education. We recommend that such a Board should be formed for the entire province. It should be so constituted as to contain representatives of all educational interests in the province, both official and non-official, ladies as well as men, and every community should also be represented. The Superintendent of Education, whom we have recommended, should be *ex-officio* chairman of it and its powers should be mainly advisory. A draft constitution of the powers and functions of the board will be found in Appendix E.

24. Overlapping and means of effecting co-ordination.—The evidence has revealed a certain amount of overlapping of educational effort in boys' schools in the province. In the case of girls' schools, however, there has been no overlapping in rural areas and only occasionally has a little overlapping been observed in urban areas. The overlapping in the case of boys' schools has been the result mainly of the starting in certain localities of municipal schools where private schools already exist, while it was in evidence that in other localities inefficiently run private schools have been allowed to exist without any effort being made on the part of the local body to set up its own schools in the neighbourhood or to have steps taken to improve the existing private schools. This last defect was particularly

noticeable in the case of girls' schools, the reason given being that the municipal authorities were reluctant to bring any pressure to bear upon girls' schools for fear of retarding the progress of the education of girls. To remedy these defects it has been suggested that the grants given to inefficiently run private schools should be curtailed and that if necessary recognition should ultimately be withdrawn if sufficient time having been given to the school to improve itself it has not done so. We, however, consider that schools under private management form a necessary part of the provision for primary education and that no steps should be taken which would tend to discourage private effort, especially such private effort as aims at the institution of really efficient schools. Local bodies should, it has been suggested, consult the Education Department on every occasion whenever it is proposed to open a new school or to remove a school from one locality to another. The need for greater co-operation and co-ordination between all agencies operating in the educational field has been strongly stressed by several witnesses and it has been suggested that the creation of a Board of Primary Education consisting of representatives of the District Board, the Municipal Board and other agencies engaged in educational work and of the inspecting authorities would assist considerably in this direction. All schemes of expansion and other allied matters would be discussed by the Board and it would make its recommendations to the authorities concerned. The functions of the Board of Primary Education would be advisory and not mandatory. We recommend that the Board should be consulted when recognition is to be granted to new primary schools or withdrawn from any existing school.

It has also been proposed by some witnesses that alternatively an *ad hoc* independent Delhi Educational Council should be created (*a*) to prepare a scheme of expansion of primary education, (*b*) to elicit the elementary educational needs of the province and direct and secure co-operation of all agencies in the opening of new schools, and (*c*) to regulate ways and means. Each local body would be required to nominate members to it and the Municipal Superintendents of Education and District Inspector of Schools would be *ex-officio* members of the Council.

The Board of Primary Education, which has already been recommended by us, appears to be preferable to an *ad hoc* independent Delhi Educational Council with powers such as those set forth by some of the witnesses. If this independent Delhi Educational Council were formed with executive powers of preparing schemes of expansion of primary education and directing the opening of new schools and of regulating the ways and means for carrying out these and other educational objects, this independent body would stand administratively on a higher plane than would the District Board or the Municipal Committee or the Government inspecting staff. It would, in fact, be given powers to direct the educational policy of local bodies and educational authorities. We cannot accept such a proposition but we consider that all the

essential functions of an *ad hoc* Delhi Educational Council will be included in the advisory functions of the Board of Primary Education which consists of representatives of all local bodies and of Government authorities and which has been recommended by us. The Delhi Educational Council, moreover, being an executive council, would have to employ a considerable staff to carry out the objects which are envisaged in the minds of those who propose the scheme of such an independent council.

25. Rate of growth.—Statement III in paragraph 11 exhibits the number of institutions and the number of scholars attending them during the last 3 years. Within the last two years 15 primary schools and 10 primary sections were added and the number of boys attending school increased from 12,914 to 20,247. In the urban area 77 per cent. of the boys of school-going age were attending school, while in the rural area the corresponding figure was 44 per cent. The number of boys in primary classes during the last 4 years and the increase in their number from year to year during the same period are tabulated below:—

Statement showing the number of boys in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Total.
1925-26 . .	6,050	2,279	1,804	1,467	11,600
1926-27 . .	6,978	2,520	1,910	1,506	12,914
1927-28 . .	9,872	3,082	2,250	1,894	17,098
1928-29 . .	11,415	3,867	2,803	2,162	20,247

Statement showing the increase or decrease of boys in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Total.
1925-26 . .	+632	+202	+193	+153	+1,180
1926-27 . .	+928	+241	+106	+39	+1,314
1927-28 . .	+2,894	+562	+340	+388	+4.184
1928-29 . .	+1,543	+785	+553	+268	+3,149

It will be observed that the increase in class I between the years 1925-26 and 1926-27 is only about 1,000, while the increase

in the following year is nearly 3,000 and in the year following that more than 1,500. Some reason may be sought for this very large increase in class I in recent years. It has to be found in the introduction of compulsion in a part of the city of Delhi and in two rural areas in the year 1927-28 and its extension to another part of the city of Delhi as well as to two more rural areas in the year 1928-29.

The second table given above indicates further that there is a considerable increase in the numbers attending classes II and III although that increase is not equal to the increase in class I in the previous year, so that although the introduction of compulsion has a great deal to do with the increase of pupils in class I, yet the factor of stagnation has not yet been entirely eliminated.

The fact that in the towns 77 per cent. of the boys and in the villages 44 per cent. are attending school is a clear indication that educational effort in the province is considerable, and that it is no doubt due, the Committee opine, to the introduction of compulsion and to the interest of public men in the education of their children.

The statements in paragraph 14 show that within the last two years 10 primary schools and 2 primary departments were opened for girls. The enrolment increased from 3,927 in 1926-27 to 6,199 in 1928-29. But the most striking feature of the figures contained in the statements is that last year (1928-29) in the municipal area of Delhi there was an increase from 9 to 14 in the number of primary schools for girls under private management with an increase of 244 in the number of pupils reading. Several unaided schools are now seeking recognition and aid. In the urban area 37 per cent. of the girls of school going age were attending school, while in the rural area only 3 per cent. of girls were enrolled in schools. The number of girls in primary classes during the last four years and the increase in their number from year to year during the same period are tabulated below:—

Statement showing the number of girls in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
1925-26 . .	1,633	476	341	254	191	2,895
1926-27 . .	2,150	683	514	344	270	3,961
1927-28 . .	3,010	614	479	432	263	4,798
1928-29 . .	3,637	886	573	537	438	6,071

Statement showing the increase or decrease of girls in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
1925-26 . .	+155	+70	—50	+32	+3	+210
1926-27 . .	+517	+207	+173	+90	+79	+1,066
1927-28 . .	+860	—69	—35	+88	—7	+837
1928-29 . .	+627	+272	+94	+105	+175	+1,273

The first of the above tables shows that the enrolment in classes I, IV and V more than doubled itself in the period 1925-29, while the enrolment in the intervening classes was slightly less than twice that in 1925-26. The table also shows that the enrolment in class I is always more than half of the total enrolment in the whole school or department. The second of the statements appended above shows that from the year 1926-27 onwards the increase of enrolment in class I far outstripped that in 1925-26. This may be explained by the fact that girls and women are beginning to take an increasing interest in education. But, in spite of this the increases (and decreases at different times) in the other classes have not been commensurate with the increases in class I. This is evidence that wastage and stagnation continue to take a very heavy toll.

26. Factors preventing expansion.—Notwithstanding this considerable increase in the pupils under instruction in recognised schools witnesses stated that the main factors tending to prevent further expansion are the ignorance and the lack of appreciation of education on the part of parents, due in part to the general unemployment amongst educated classes; the poverty of the people and the consequent need for their children to earn from an early age; want of utilitarian aim in the present primary course; class distinctions; absence of religious instruction (put forward by Muslim witnesses in the main); lack of inducements to children; paucity of schools; insufficient staff; lack of interest on the part of teachers and existence of mahajani schools, maktabs and pathshalas which impart instruction without regard to Code rules and regulations, especially those relating to school hours.

Evidence showed that lack of interest on the part of teachers was responsible for the wastage and stagnation and consequently retarded the expansion of education. Further, parents did not allow their children to attend regularly and there was an absence of any definite practice whereby a scrutiny of the examination results would be carried out and cases of detention of pupils investigated. In the last Quinquennial Review it was stated that the charts for individual progress for boys in class I were

carefully scrutinised and teachers were invariably called upon to explain all cases of detention in that class, but it has been suggested to us that an Education Committee should be formed and members of it vested with power to scrutinise the final results of examinations without unduly interfering with the independence of the school management but exercising the necessary control. This committee would inspect the schools and make recommendations to the Education Department which would enforce them by virtue of the power to recommend or refuse to recommend a grant for a school.

27. Expansion by voluntary effort.—Though a great deal has been done in the city by voluntary effort, yet the very fact that the Delhi Municipality has extended compulsion to boys is an admission that sufficiently rapid progress was not being made and could not be expected by voluntary effort alone or that without compulsion some children would never receive instruction. In all other areas of the province considerable evidence went to show that there is a possibility of further expansion on a voluntary basis, but that propaganda work carried on by means of bioscopes and lantern lectures as well as inducements to parents to send children to school in the way of a free supply of books, clothing and food to the needy were necessary if further expansion on a voluntary basis was to succeed.

It was suggested that private associations interested in educational work could select suitable localities and carry on propaganda work in the city. While witnesses recognised that it would be good if the Municipal Committee appointed educational visitors to visit schools and keep themselves in touch with parents, teachers and management and advise in the needs of the different areas for schools, they thought it would be better if voluntary workers did this work.

So far as rural areas are concerned it was suggested that the work could best be done by associations engaged in educational activities and that such approved associations of standing should be given specific grants. At the same time doubt was expressed whether even propaganda would have an appreciable effect on the extension of primary education on a voluntary basis in rural areas and it was put forward that no matter what steps were taken the progress was bound to be very slow.

While we are unanimous in considering that the introduction of compulsion will ultimately be necessary throughout the whole area in order to ensure that every child should become literate, we recognise that voluntary effort even on a large scale can never find the funds necessary for its introduction. Compulsion can be financed in the main only from public funds, and can be introduced only with the institution of a large number of schools under public management, voluntary effort only supplementing public effort in this direction. We are further of opinion that with a view to economy, to avoidance of the danger of stereotyping

instruction and to granting as large a degree as possible of latitude in educational experiment, all means should be taken not only to retain schools under private control but also to encourage the institution of more schools by voluntary effort: yet we recognise that the expansion of primary education is possible only with a widespread system of schools under public management.

28. Educational facilities.—In the matter of educational facilities the majority of witnesses have stressed the inadequate number of schools to meet the needs of primary education in both urban and rural areas. They have also drawn particular attention to the unhealthy conditions prevailing in many schools due to overcrowding, insanitary sites and unsuitable types of buildings and to the lack of playgrounds. There are about 31,000 boys of school-going age in Delhi Province, of whom more than 20,000 are attending schools. Some witnesses were of opinion that the teaching staff, particularly in the rural areas, is insufficient. In 1928-29 there were 163 primary schools in addition to 41 primary sections attached to secondary schools, with a total enrolment of 20,247 boys. The Delhi Municipality has under consideration a programme of building 3 schools each year for a period of five years. There were in the Delhi municipal area 85 schools—45 municipal and 40 aided. These schools are well distributed, being situated some in each mohalla of the city. The position in rural areas is, however, far from satisfactory. In over 300 villages there were in 1928-29 only 76 schools in addition to 22 primary departments of secondary schools with approximately 44 per cent. of the number of boys of school-going age attending them. These schools include a number of single-teacher schools which are working under difficulties only too well known and it would have been better to have made them into two-teacher schools, but apart from the extra expense involved the school-going population in many of them is not large enough to warrant a second teacher.

There were in 1928-29 47 girls' schools in the urban area, of which 35 are purely primary schools while the remainder are secondary schools with primary departments. The number of girls enrolled in these schools was 5,850, that is approximately 37 per cent. of the girls of school-going age in the urban area. All these schools are, however, handicapped with the same disadvantages as the boys' schools and generally to a greater extent, that is unhealthy, overcrowded surroundings, bad ventilation, lack of educational equipment and literature and dearth of teachers. In the rural area there were in the 300 villages only 8 girls' schools belonging to the District Board with an enrolment of 347 pupils, namely 3 per cent. of the girls of school-going age in the rural areas. Arrangements are being made to open one more school. There is also one mission boarding school at Jungpura. The conditions prevailing in the rural area call for particular attention as the people are indifferent to the education of girls. The opening of schools in these areas must go hand in hand with propaganda in the villages and the employment of the right type of

women teachers, as at present women teachers are reluctant to embark on the life of isolation which rural teaching necessarily involves. This, it is maintained, should be remedied by inducements in the way of better salaries and protection for women teachers. While we recognise that single-teacher schools cannot be done away with, yet we are of opinion that wherever possible and whenever funds permit single-teacher schools should be transformed into two-teacher schools.

We had very little evidence placed before us in regard to libraries containing books for children or books for teachers. But there was a considerable volume of opinion which favoured the institution of libraries attached to schools and open to the general public, in particular to boys who had finished their formal education and who might be prevented from relapsing into illiteracy by reading the books and periodicals provided in them. It was also put forward that the institution of a library attached to a school would make the school much more popular among parents especially in villages. We agree with the views put forward.

We would also attach considerable importance to school libraries. These libraries would contain very simple books in the vernacular and many are now-a-days available which the children could themselves take out and read and become much more interested in literature than they would be if their attention was confined to the readers prescribed for the class work. These libraries should also contain books on school management and allied subjects which the teacher would find useful.

The appointment of an educational officer to advise parents on educational matters has been advocated by some witnesses, while others hold that part time callers and women visitors would considerably aid the work of encouraging parents to send their girls to school.

The question of conveyance of pupils has been emphasised as a large section of parents, particularly among the Muslims, are not inclined to let their girls go to school unless suitable arrangements exist for taking them to and from school. Doolies are in use at present, but as one of the means of conveyance they have been condemned mainly on the score of expense and waste of time by those who would prefer to have women callers to chaperone girls to school. Another difficulty which has been mentioned is that girls already collected are left at the head of a street while the person in charge goes to bring another girl from a house further down the street. Buses have been suggested but have been criticised as involving the danger of girls being left without any protection while the person in charge goes to collect the children. This criticism could be met by employing a woman attendant to collect the girls and bring them to the place where the bus stands. It has further been suggested that in two-teacher schools one teacher at least should attend the school early in the morning before the classes assemble in order that she may take the responsibility of

looking after the children who arrive very early in the morning and so long as any system of slow traffic like doolies or callers is used some of the children must come to school much earlier than others: also at least one teacher should remain after the formal class work is finished in the afternoon in order to take charge of the children who cannot immediately be taken away either in the doolies or by the callers but have to wait for the doolies and callers to return to take them home. For both doolies and callers have several journeys to do in order to meet the needs of all the pupils. It has been put forward that if accommodation was provided at or near the school building for at least one member of the staff that member could be in attendance both sometime before the school opens and for sometime after the school closes and take charge of these children. Objections, however, to having the residence of a teacher attached to the school were put forward before us, on the grounds of insufficient protection in the case of unmarried teachers and the undesirability in the case of married teachers of having the husband and children in residence in the school premises. What we have just said refers to conditions in the towns. In the villages the problem of looking after the children is not so acute as it is in the towns. In villages, however, a caller woman is desirable in order to collect the girls because some children are not too keen on going to school at all, others on getting there in time.

Another point that has been brought forward is the encouragement of mothers and children learning together—a practice which is fairly common in some places. The witnesses who favour it contend that it leads to a mutual desire for education. On the other hand, it has been pointed out that, looked at from the standpoint of methods of instruction, the methods of teaching the young are very different from the methods of instruction for adults and that, when adults and children are taught side by side, the teacher is in difficulties inasmuch as he recognises that the receptive power of the adult is different from the receptive power of the child and a fairly uniform rate of advance, which is desirable in all class instruction, is difficult of attainment.

29. School buildings and playgrounds.—It was brought out in the course of our enquiry that not a single municipal school for girls and only 4 out of 54 municipal schools for boys possessed buildings of their own, the remaining schools being housed in rented buildings, most of which were ill-adapted for holding large classes and suffered from numerous other defects. The evidence of medical witnesses showed that considerations of the health of the pupils and the sanitation of the buildings and their surroundings have been very frequently overlooked. We endorse this criticism since many of the school buildings that we saw were overcrowded, badly lighted, ill-ventilated and located amidst insanitary surroundings. The few school buildings, however, that the Municipality have been able to erect have none of these defects; they are spacious, well-lighted and ventilated and

have open courtyards and playgrounds. One such school visited by us is the admirably planned municipal board primary school, Karol Bagh. The Municipal Committee have in some cases rented only a portion of a building for use as a girls' school. Witnesses maintained that the Municipal Committee ought to build or acquire buildings of their own for girls' schools and where a building is rented they should rent the whole building, not only a portion of it. The problem of providing suitable buildings in such an overcrowded city as Delhi where rents are high is particularly difficult, but the Municipality must obviously set out on a large building scheme which when completed will enable all primary school children to be housed in clean, airy and light buildings. Close co-operation between the Municipal Committee and the managements of private schools in the direction of better housing of schools and provision of playgrounds is also essential; the Municipal Committee might allow schools the use of suitable municipal land for school purposes as well as open spaces for use as playgrounds. It might also support the acquisition of land or buildings under the Land Acquisition Act where attempts at private purchase fail.

We understand that the Municipality has a building programme which has not been strictly adhered to. We recommend that the Municipality should draw up a complete building programme covering the needs of the whole city, extending over a number of years and making provision ultimately for the suitable accommodation of all children of school-going age in the Municipality. We also recommend that meantime early steps should be taken to provide suitable school accommodation for all pupils but particularly for girls.

In the rural areas it is usually not possible to obtain a suitable house for a school even on payment of rent, and the majority of witnesses stated that there was a large number of schools for girls as well as for boys in rural areas which are located in *chaupals*. In the last Quinquennial Review on Education in Delhi it was stated that most of these *chaupals* are *kutcha* buildings and ill-ventilated. They are the meeting places of villagers who lie on their *charpais* smoking their *hukkas*, a portion of the *chaupal* being often reserved, even during school hours, for the use of the villagers. In the marriage season when these *chaupals* are the rest houses of marriage parties the school must be either temporarily moved to a worse building or closed for a few days. These *chaupals* are further never in a good state of repair; the villagers refuse to execute any repairs on them as they receive no income from them since no rent is charged for their use, while the District Board is loth to spend anything substantial on repairs to buildings which do not belong to it and which its school is frequently asked to vacate. This state of affairs can hardly be regarded as satisfactory and witnesses have emphasised the need of simple school buildings that are the property of the District Board. Our enquiries show that village school buildings, as planned by the Public Works Department, are as a rule very expensive and consequently

only a few schools can be provided. We emphasise the need for simplicity and for reduction of cost, so that many more villages may be provided with school buildings in as short a period as possible.

Witnesses who came before us stressed the need for playgrounds. In respect of boys, while we advocate the provision of special playgrounds we recognise that the lack of them does not present an insurmountable obstacle to the pupils obtaining recreation; they can do so in the ordinary open spaces in the city. So far as girls are concerned, however, it is necessary to make special provision in this respect. A special purdah garden exists in one part of Delhi to which women and children go for games and leisure. Some of the girls who go there take with them their younger sisters and we consider that the taking of small girls by their parents or elder sisters to these playgrounds is a most useful way of giving them the necessary recreation and relaxation after school hours and of encouraging an open air life. We understand that there is only one such area in Delhi and would advise that more than one area be set apart by the municipal authorities to be used for girls and little children, many of whom would naturally be accompanied by their mothers. These areas would be laid out in part as gardens and in part fitted for games for children. With the provision of these playgrounds and areas for recreation, the appointment of a games mistress, who could organise the physical training in all primary schools in the city, would be a desideratum.

30. Training Institutions.—There are at present only two institutions for training men and women teachers, the Government Training School for men at Najafgarh, 15 miles from Delhi, and the Government Training School for Women at Daryaganj within the Delhi municipal area. In the Najafgarh school which was opened less than two years ago, the minimum educational qualifications for students for admission to the Junior Vernacular Class is a pass in the Vernacular Middle School Examination. Candidates who have passed the Matriculation or Anglo-Vernacular Middle School Examination are also admitted, but preference is given to those who have passed the Vernacular Middle Examination on the ground that other applicants do not like practical out-door work, such as garden work or practical nature study, and are weaker in all the purely vernacular subjects. The duration of the course is one year, the session usually commencing in May and ending in April of the following year. Those who have passed the Junior Vernacular Certificate Examination are admitted—usually after a few years' service as teachers—to the Senior Vernacular course and given another year's training. Thirty students are trained for the Junior Vernacular course and 10 students for the Senior Vernacular course annually. The principle observed is to allot 50 per cent. of these vacancies to Hindus, 40 per cent. to Muslim and 10 per cent. to Christian candidates but, when the number of Christian candidates does not reach the percentage figure given,

the balance of the vacancies is distributed over the other two communities from which a sufficient supply of men for training is available. The statement appended furnishes statistical information regarding the school.

It will be observed that all classes of the community are represented in the school and that teachers from the agricultural classes predominate.

Government Training School for Men, Najafgarh.

	1928-29.			1929-30.		
	Junior Vernacular.	Senior Vernacular.	Total.	Junior Vernacular.	Senior Vernacular.	Total.
Number on rolls . . .	30	10	40	30	10	40
Average attendance . .	30	10	40	30	10	40
Brahmins	10	1	11	10	4	14
Other Hindus . . .	7	5	12	6	2	8
Muslims	12	4	16	14	4	18
Christians	1	..	1	..	..	..
Agriculturists on rolls . .	24	6	30	21	4	25
Number of boarders . .	30	10	40	30	10	40
Number of stipendiaries. .	30	10	40	30	10	40

The Women's Training School prepares for the Senior Vernacular and the Junior Vernacular Teachers' Certificate Examination for women. For the Senior Vernacular class the minimum general educational qualification required for admission is the middle school certificate, while for the Junior Vernacular class the upper primary certificate suffices; the duration of the course is 2 years for each and on an average 15 to 18 girls are prepared for the Senior Vernacular examination and about the same number for the Junior Vernacular examination annually. The number of stipends has been increased to 40 for the Delhi Province this year. All the candidates who are granted stipends by the provincial authorities come from the Delhi Province and belong to the Hindu, Muslim and Christian communities. There are also a few students in the school who come from Ajmer and from the districts of the Punjab adjoining Delhi. The total number of students at present under training is 54. The statement below gives statistical information in respect of the school:

Government Training School for Women, Delhi.

	1928-29.			1929-30.		
	Junior Vernacular.	Senior Vernacular.	Total.	Junior Vernacular.	Senior Vernacular.	Total.
Number on rolls . .	20	21	41	26	28	54
Average attendance . .	19	20	39	22	26	48
Brahmins	6	3	9	7	5	12
Other Hindus . . .	10	8	18	12	7	19
Muslims	4	3	7	5	6	11
Christians	..	7	7	2	10	12
Agriculturists on rolls . .	6	1	7	..	..	..
Number of boarders .	11	17	28	16	21	37
Number of stipendiaries .	19	19	38	23	28	51

31. Supply of teachers.—It was ascertained that there was a sufficient number of men teachers available but an insufficient number of suitable women teachers. We observe, however, that nearly one-fourth of the total number of men teachers are untrained, so that it cannot be considered that there is a sufficient number of trained men teachers at work in schools in Delhi province. Regarding women teachers, there is a larger number of untrained women employed than of trained women. The leeway to be made up in the employment of training in place of untrained women teachers is thus very much greater than the leeway to be made up in the case of the supply of trained men teachers. Although we recognise that in no system of education can all the teachers employed be trained, yet we consider that the ideal to be aimed at is that at least 90 per cent. of the men and women employed as teachers should be trained.

The major part of the Delhi province consists of the large Municipality of Delhi where compulsory primary education is being gradually introduced. In some large cities in the West where compulsory education has for many years been in force the system is organised to contain kindergarten schools, junior schools, boys' schools and girls' schools. In the kindergarten schools boys and girls receive their education together, as also in some of the smaller junior schools, the children leaving these junior schools somewhere about the age of 8 to go on, the boys to a boys' school and the girls to a girls' school. The staff of both kindergarten schools and junior schools is always composed of women, while the staff of the girls' schools is composed of women and the staff

of the boys' schools of men. If Delhi Municipality is to aim in its future policy at attaining conditions in the East which experience of the West has shown to be most suitable in the West, it will aim at a system of kindergarten and junior schools in which all the teachers are women and in which boys and girls receive their education together up to the age of about 8 years, while after this age boys' schools and girls' schools distinct from each other and staffed by men and women respectively will be instituted. The prime necessity in regard to teachers would then be a supply of women teachers rather than a supply of men teachers; in fact the number of women teachers required would be approximately three times the number of men teachers. While, therefore, we accept the evidence of witnesses that under the existing policy and system of education in Delhi city the supply of men is sufficient but of suitable women insufficient, under a new policy such as that outlined above the supply of trained men teachers will be ample for all the needs of Delhi, but the supply of suitable women teachers will be vastly insufficient.

It was urged in evidence that in the appointment of teachers preference should be given to local men and women over teachers who come from the adjoining provinces or Indian States for employment. We consider that, wherever possible, local teachers should be employed since they are much more likely to know the local conditions and to have the support of the parents than would a teacher who is brought in from outside the province.

The paucity of Muslim teachers, both men and women, was also emphasised in evidence. Muslim witnesses who came before us left the impression that the Muslim community generally desired as teachers of their children Muslims rather than either Christians or Hindus. We believe that a larger supply of Muslim girls would come forward for training if the staff of the training school contained a larger number of Muslim teachers than it does. It is therefore of importance to obtain, if possible, additional Muslim teachers on the anglo-vernacular staff of the training school.

It was brought before us that Mission schools could offer protection and accommodation to women teachers to a greater extent than could privately managed schools, and that the latter found considerable difficulty in consequence in staffing their schools because trained teachers were prepared to serve on a lower scale of pay in mission schools on account of the protection and accommodation afforded to them in their schools rather than to work in other privately managed schools which did not afford similar facilities.

While we have put forward the view that a very large supply of women teachers is necessary, we do not wish it to be implied that we are leaving out of account the necessity from all points of view of the women employed being of high moral character and fairly good social status. The evidence that came before us showed that in the appointment of women sufficient regard was not always paid to the essential qualifications of character on which

we desire to lay so much stress and that several unsuitable women were employed as teachers. We cannot conceive of anything which would retard women's education more than the appointment of women who had not the confidence of the mothers and we would emphasise the necessity of greater care in the selection of women for the teaching profession, both from among those who are untrained but who propose to teach as well as from among those who desire to be selected for training. In fact no woman should be selected for admission into a training school unless her application is very strongly supported by those who know her well and about whose character, training and outlook in life the admitting authority has no doubt. In our opinion it is more important to hasten slowly with the supply of reliable and trustworthy women than to endeavour to accelerate the progress of education among girls with women teachers who might not be altogether suitable, the employment of whom would inevitably cause a local, if not a widely spread, setback to the progress of women's education.

The question of the employment of married teachers *versus* unmarried teachers and of high *versus* low social status was brought under consideration. It has been held that married women have a great deal more patience and more experience in dealing with young children than have unmarried women, that married women are very frequently much more successful teachers than are unmarried women, that married women are likely to have the confidence of mothers who are sending their children to school to a greater extent than unmarried women would have, and that a married woman frequently looks upon teaching as her life's work while an unmarried girl has frequently other and distinct aims and interests in life. If women of a suitable type according to the standards recommended by us are selected, it seems to us immaterial whether they are widowed, married or unmarried; we consider further that, provided their character and conduct are above reproach, too great weight need not be attached to the social status of the teacher.

32. Efficiency of teachers.—The quality of teachers, both men and women, was generally considered to be below the desired standard and it was suggested that all teachers should undergo a course and obtain proficiency in elementary hygiene, first-aid, routine principles of school medical examination and the care of children at school which would include simple physical training of children. In the case of teachers in urban and rural areas special knowledge of agriculture was also suggested. In order to avoid mental stagnation of teachers, refresher courses and inducements to higher education in the shape of stipends, study leave, higher rates of pay, were advised. A selection committee of 3 to 5 educationists to select teachers for training was also proposed by some witnesses so as to ensure that those selected possessed the requisite qualifications and aptitude for teaching. The various suggestions which were advocated by witnesses for increasing and enlarging the scope of the existing institutions for training teachers

and for increasing the supply of efficient teachers are enumerated below:—

Boys schools.—(1) Admissions to training schools should be made on personality and ability.

(2) Matriculate candidates should be given preference over others.

(3) Government, local bodies and private schools should assist in replacing untrained teachers by trained ones.

(4) Special night training schools staffed by working pupil teachers should be provided and inspecting staff should be given an allowance for additional work.

(5) Teachers for rural areas should have courses of study adapted to education in rural areas.

(6) Untrained teachers should be trained.

Girls' schools.—(1) Municipal Committee, District Board and private schools should be encouraged to send their teachers on deputation allowance to study in training schools.

(2) Teachers should keep in touch with women's movements and other social educational activities.

(3) The Junior Vernacular class teachers' qualifications should be raised to the middle standard or at least the lower middle standard.

(4) Girls in training schools before they are qualified teachers should be allowed to work for certain periods in local primary schools.

(5) One or two women possessing genuine interest in education of girls and enjoying the confidence of the public should be appointed on advisory committees connected with the training school for women.

(6) To improve the efficiency of junior vernacular training more teachers should be encouraged to take senior vernacular courses and the best teachers should be selected for primary classes. Facilities for obtaining more Muslim teachers should also be enlarged.

(7) As the number of stipends is limited a certain percentage of students should be accepted whose stipends are paid by municipality or private funds. A certain number of such students it was stated had been taken on condition that they worked in Delhi province for three years and the continuance of this practice was advocated. Larger number of stipends, security of tenure of appointment after training and selection of right type of students were said to be essential for raising the standard of teachers.

We have considered these suggestions and are of opinion that every opportunity should be taken to give students under training a broad education and a wide outlook on life. They should be given facilities to attend lectures and meetings held outside the walls of the training schools, to visit historical buildings, and

generally to take an intelligent interest while under training in a wider world than the school; their training should not be, as it so frequently is, confined to the four walls of the compound in which the school is situated.

Teachers for training should preferably be recruited from the villages to which they will return after training, as they would be more acceptable to the parents of the children attending schools in those areas and would themselves be content to remain in the villages.

Untrained teachers in all schools, Government schools, local board schools and schools under private management, should be replaced by trained teachers where such trained teachers are available. Untrained teachers should be sent for training if they are prepared to undergo training; their services should be dispensed with if they are not prepared to undergo training, though exceptions will have to be made in the case of untrained men of many years experience.

Whenever a vacancy in the teaching staff of a local body occurs the local body should under orders from Government be compelled to employ trained teachers if there are any available. The local authority can always ascertain whether trained teachers are or are not available either by advertisement or by application to the Government educational inspecting agency. Untrained teachers should be newly employed by the local body only when trained teachers are not available.

We are not in general in favour of Junior Vernacular teachers being sent on for Senior Vernacular training, after they have spent some time in teaching, save in exceptional cases. It was considered that the Junior Vernacular teachers had not a sufficiently high general education to benefit fully by the Senior Vernacular training so as to be entitled to teach the classes which a Senior Vernacular teacher is expected to teach. At the same time we are in favour of a higher general educational qualification being demanded from teachers before they undertake any training whatsoever. We would prefer that all teachers before being trained should have passed the middle school examination. We recognise that to demand this higher general educational standard from all would restrict the supply of teachers and suggest that action should be taken first in the direction of giving preference in the making of admissions to the Junior Vernacular class of training schools to all those with middle school or higher general educational qualifications.

A majority of us are in favour of provision being made for the grant of stipends to only a portion of the students who are undergoing training. These stipends should be awarded only to students of particular ability who would without the grant of such stipends be unable to receive training. Where students are sent for training by municipal authorities, the Municipality should meet the cost of any stipends which it proposes to give, it

naturally being left to the Municipality to determine its own policy with regard to granting, or refusal to grant, stipends.

We consider it desirable that an advisory committee should be associated with the training school for women, but that its functions should be purely advisory and that its members should refrain from taking or even suggesting any steps which might be interpreted as interfering with the general control or management. Arrangements should be made for them to meet periodically and regularly, and all questions to be discussed at their meetings should be circulated in advance to the members, after being approved by the Assistant Superintendent of Girls' Education. Members of the committee would be at liberty to send in any suggestions that they desire regarding the welfare of the institution and of the pupils in the institution to the Assistant Superintendent of Girls' Education. It should be one of the duties of the headmistress of a training school to put up before her advisory committee questions of general interest for their opinion, especially such questions on which a decision has a reflex on the life of the girls outside their training.

33. Training facilities for expansion of education.—In the following statistical analysis we have separated boys from girls and presumed that all boys are taught by men teachers and that all girls are taught by women teachers. If this is not the case the estimates of the number of men teachers and of women teachers may be increased and decreased respectively or *vice versâ*, but the total number of teachers required (both men and women) remains the same.

Boys' schools.

The number of boys in Delhi province of school-going age is 30,980. The number of boys which each teacher is presumed to be able to teach varies considerably. It differs in different countries, in different parts of the same country and in different classes in the same primary school. Some would place it as low as 20, others at as high as 60. Some educational codes in India place the number at 40, others at 45. The code in force in Delhi places the maximum number of pupils which a teacher is ordinarily presumed to be able to teach in a single class at 45, though in actual practice when a teacher teaches more than one class in a school the number of boys reckoned per teacher is 40. As there is usually more than a single class in a school we may, for the purpose of estimating the minimum number of trained teachers required to staff schools in Delhi, place the number of boys per teacher at 40.

The number of teachers who would be required to give instruction to 30,980 boys would be 775, that is 30,980 divided by 40, so that when all boys are under instruction in Delhi 775 trained teachers are required, the calculation assuming that on the average each teacher handles 40 boys and if we give less than 40

boys to a teacher we require more than 775 teachers, while if we give more than 40 boys to a teacher we require a less number of teachers. In actual practice in view of the large number of small villages in the rural area where the total school-going population is small and of the need to have at least two teachers to each school, however small, since no teacher can manage efficiently 4 classes, the number 775 is far below the actual requirements in practice. As a rule a teacher will not begin his occupation until about the age of 20 and if we expect him to serve as a teacher up to the age of 55 he will normally teach for about 35 or 36 years. Many teachers, however, leave the teaching profession during the course of each year, others die, some transfer their attention to other occupations, while some leave the province. Making allowance for the casualties or wastage due to death and other causes just mentioned we cannot assume that the average duration of the active teaching life of a teacher is more than about 20 years.

The deaths, retirements and so on must be made good annually by newly trained teachers so that if we consider that 775 teachers are necessary and that the average duration of the active teaching life of a teacher is 20 years, we must produce trained teachers at the rate of 39 (that is 775 divided by 20) each year in order to make good the average annual loss among trained teachers.

The above calculations are made on the assumptions, first, that the population is stationary, secondly that the duration of the school course is from 6 to 11 years of age; thirdly, that only one teacher is provided for every 40 boys; fourthly, that each teacher has 20 years active teaching life and, lastly, that every teacher employed should be trained. On these assumptions we should, in a stationary state of affairs, require to put out 39 trained male teachers every year.

Let us now turn and see what the actual position is at the present day. The number of boys reading in primary schools in Delhi is 15,269 while the number of men teachers (trained and untrained) in primary schools is 421, the number of boys per teacher working out at 36. The number of *trained* men teachers, however, is only 304. If we accept the presumption that each trained teacher can manage 40 boys we actually require 382—(that is 15,269 divided by 40)—trained teachers for the boys at present reading in primary schools in Delhi. In actual fact there are only 304 trained men teachers. On the same presumption as formerly, namely that the duration of the active teaching life of a teacher is about 20 years, the average annual number of casualties, due to deaths, retirements, etc., among these 382 trained teachers is 19 (that is 382 divided by 20), so that for the existing number of boys under instruction it would suffice if 19 trained teachers are turned out every year.

When we are aiming at universal compulsion we must, in order to replace casualties alone, aim at turning out 39 teachers every year when the position of stable equilibrium is attained,

but in addition we have for some years to come to turn out a larger number of trained teachers than 39 every year in order to increase the number of trained teachers, whom we need from 382, the present figure, to 775, the figure when full provision is made—a deficiency of 393. Ultimately then we should aim at a permanent training school or schools which will turn out at least 39 teachers every year and temporary training schools which will turn out in the course of the next few years an additional supply of 393 trained teachers. In other words the stationary position needs a training school turning 39 teachers a year. Meantime temporary training schools or training classes should be instituted to meet the growing needs of the expansion of primary education until the position of comparatively stable equilibrium is reached, which will not ordinarily change except with any large change of policy, for example, an increase in the duration of the training course from one to two years or an increase in the period of instruction which we consider to be necessary, or a decrease in the number of pupils which each teacher is presumed to be able to cope with.

In the above method of calculation it will be observed that we are aiming at every teacher being trained. There is always a small percentage of teachers who are untrained and if we aim at only a portion of our teachers being trained the number of teachers to replace casualties every year will be diminished. Since, however, all our assumptions that we have discussed above are taken so as to give the minimum number of teachers to be turned out each year, there is no need to discuss any assumption such as that only 90 per cent. of the total number of teachers should be trained.

Girls' schools.

The number of girls of school-going age is 26,645, therefore the number of teachers required is 666 (that is 26,645 divided by 40). The average duration of the active teaching life of a woman teacher is much less than that of a man teacher for the factor of marriage and looking after a home enters into the calculation. If we place the average duration at 15 years we shall be possibly unduly liberal but, doing so, the number of trained teachers needed annually to replace casualties is 44 (that is, 666 divided by 15). At present the number of girls reading in primary schools is 4,070, who require 102 (that is, 4,070 divided by 40) trained teachers; the actual number of women teachers is 142, of whom only 65 are trained, so that we need immediately 37 (that is, 102 *minus* 65) trained teachers. The needs are (1) a permanent training school turning out 44 trained teachers each year and (2) temporary training schools or classes to turn out gradually 601 (that is, 666 *minus* 65) trained teachers.

Hence in order to make compulsion for women universal not only have 44 women trained teachers to be provided each year to replace the wastage, but also about 601 more teachers have to be trained, *i.e.*, (666—65).

Once the number of trained women teachers reaches 666 the wastage will continue to be about 44 per year.

The wastage among the present number of trained men teachers is 15 a year (304 divided by 20) and 30 students a year are trained for the Junior Vernacular at the Najafgarh training school. Four hundred and seventy-one (775—304) more trained teachers are required for meeting the needs of all boys of school-going age. If reasonable progress is to be made the present supply should be doubled and this would provide the necessary number of teachers in a period ranging from 10 to 15 years. The District Inspector of Schools estimates that the cost of such a scheme would be Rs. 5,000 for staff and Rs. 30,000 for buildings.

The wastage among the present number of trained women teachers is 4 (65 divided by 15) and 15 to 18 girls are trained annually for the Junior Vernacular and Senior Vernacular examinations. Six hundred and one more women teachers, if all girls of school-going age attended school, are required. The training school is considered to be far too small to produce an adequate supply of teachers even to meet existing needs in respect of trained women teachers, and witnesses have pointed out that teachers trained in the school are ill-equipped for the needs of rural schools.

We have shown that girls' education in Delhi is still in a very backward condition; very few girls attend school, buildings are insanitary, teachers are insufficient, unqualified and in some cases unsuitable, while the equipment is far from satisfactory. We had brought to our notice, however, a very optimistic outlook as to what might be done in the way of girls' education if only more funds were available and the expression of public opinion in favour of the advance of women socially and educationally were organised and its activities directed in such a channel as would assist the Municipality in fulfilling one of its most important functions, namely, the education of girls living within its boundaries. In order to remedy the various defects noticed the greatest essential appears to be the supply of an adequate number of suitable teachers, preferably teachers who are known to, or certainly those who are acceptable to, the parents of the locality where the teacher is to be employed. Much re-organisation is needed in the training school which requires expansion and it is further a matter for consideration whether an additional training class, preferably in the rural area, will not be needed, if not now, in the near future. We would like a very rapid expansion of girls' education, but this rapid expansion can be obtained only provided a large number of teachers is quickly available. We cannot anticipate that a sufficient number of suitable women will be available for the rapid expansion that we desire. We do anticipate, however, that women teachers will within the next few years be much more readily forthcoming than has been the case in the past and we desire to impress upon the authorities that, as soon as suitable women are available, training facilities should be offered to them in order that the advance of women's education should not be hampered in any way by lack

of facilities in the way of training. One of our members is strongly of opinion that a training school in a rural area should form a first claim upon further expansion and that preference should be given in it to teachers with primary school qualifications only.

We recognise that expansion of women's education in Delhi hinges almost entirely upon the efficiency of the training school for women and we are of opinion that every step should be taken, even if such a step means the re-organisation of the whole school, to ensure that this coping stone to the structure of women's education should be of the very best. We are not of one mind whether the supervision exercised by the Assistant Superintendent of Girls' Education over the work in the school is not too intimate and whether the headmistress of the school really exercises such control and authority as is expected from the headmistress of the highest and only training school for women in the province. This matter probably requires detailed departmental investigation but we would not be surprised if, as a result of that investigation, it should be decided that an additional post of head of the training school, with charge not only of the training school but of the practising and model school attached to it, were needed, the post to be one which would correspond to a provincial educational service post, or special post, and which might require recruitment from outside the province. We recognise, however, that exceptionally good work and supervision over the education in Delhi has been carried out through this training school in the face of great difficulties and has brought it to its present position where it is possible to expand it on wider lines.

In connection with Senior Vernacular training, it is for consideration whether, the course remaining as one of two years' duration, in the first year a general course should not be adopted while in the second year particular attention should not be paid to some particular method of teaching, for example, kindergarten work or domestic science work, or some other form of teaching. The teachers at the end of this course would be qualified not only in ability to teach general subjects but in ability to teach particular subjects like kindergarten classes or domestic science.

Where a limited number of institutions of any kind exist, for example, training schools for teachers or industrial schools, special consideration should be given, when making admissions to these institutions, to candidates from among the communities which are not adequately represented.

One witness submitted a scheme the essential features of which were the provision of hostel accommodation for girls under training, the selection of those girls from surrounding villages to which they would return after receiving their training, and imparting to these girls while living in the hostel some manner of industrial training in addition to the general educational and professional training which they would receive in the training school. The details of the scheme are contained in Appendix F. We are

of opinion that it contains several valuable ideas which the local educational authorities might consider.

34. Curriculum.—The present courses of study for boys came in for much criticism from witnesses and it was suggested that if primary education was to be popularised it was essential to introduce instruction in work which would be of economic value to the child after he left school. It was suggested that handicrafts should be added to the curriculum and that industrial classes in tailoring, cane work, carpentry and such like should be provided to meet the demand for them. In respect of rural schools witnesses laid considerable stress upon the view that the curriculum required radical alteration, particularly so as to make it include elementary instruction in agriculture and in village handicrafts. Witnesses stated that provision need not be made for every rural art in one and the same school but that, if a particular boy wished to pursue an art in which instruction was not given in his own school but in another school, he could go there after finishing the course in his own village school. Further suggestions put forward in evidence were the introduction of nature study and the kindergarten method on a compulsory basis in the III, IV and V classes and simple courses in hygiene and first-aid. The only suggestion for lightening the course suggested was that the present 3-year course in arithmetic should be spread over the entire primary course, the time thus saved being utilised for the better study of the vernacular. No other diminution of the scope and content of the present course was proposed, though there was a unanimity of opinion that the primary course should make children literate at the end of it. We were also informed by witnesses that there was a demand for English in the urban areas and that the demand in the rural areas was growing.

Little girls seemed from the statement of witnesses to be very oppressed little people, almost depressed, for the number of subjects suggested, in which they were to be thoroughly efficient regardless of their age, was legion. The prejudice against the present system of education would, it was pointed out, be considerably weakened if the education of girls could be related more to their home lives by practical lessons in household work, sewing, cooking, cleaning, basket work and *chik* making. Some witnesses would have these subjects made compulsory. The necessity of having simple courses in hygiene and first-aid was also urged before us. Vocational training likewise found considerable support from witnesses. Evidence before us appeared to favour the undertaking of a modification of the curriculum and it was suggested that a committee might be appointed for this purpose. Heads of girls' schools might, in consultation with efficient teachers and the Inspectress of Schools, revise the syllabus and outline the work of each subject in each class. Geography books, it was considered, should be such as would teach children about their own cities and surroundings and gradually lead up to a knowledge of other countries. The same principle was advocated for books on other subjects. Some witnesses emphasized

the need of longer time in class I so that the children might be taught on kindergarten and Montessori methods. This could be arranged by amalgamating the work of classes II and III, for children thoroughly well taught in class I would cover the work of classes II and III in one year.

The teaching of girls in rural areas needs particular care. As has been pointed out above village children are required to help in the home and in the field and the system of education must fit in with local conditions. The teacher, it was emphasized, must adapt her books and teaching so as not to alienate the child from her village life but to educate her to live it as an intelligent woman.

A large number of witnesses who gave evidence before us appear to look upon the child more as an economic unit in the family than as an embryo citizen, whose value to the community would be increased by education. They appear to forget that the child when he finishes his primary school course would not be more than 11 years of age, that his intelligence would be only partially developed and that his physique would be the physique of a child and not that of a grown up person. Various industrial arts were proposed to be taught in schools, but from two major standpoints we are bound to differ from the proposals of most of the witnesses. From the educational standpoint a hand and eye training is most desirable, if not absolutely essential, in the education of a young child. Speaking of its value in a school the " Handbook of Suggestions for Teachers " issued by the Board of Education in England says—" in the school handwork has other values. Many people have little power to abstract thought and can only be educated by means of concrete things. For children, in particular, handwork can add reality to almost every subject of the curriculum. Thus in mathematics handwork gives a concrete and lasting experience of number, magnitude, proportion and symmetry; it helps to satisfy the child of the reasonableness of the processes which he employs; it suggests and smoothes the road to new conceptions. And, generally, in every subject it clarifies and intensifies the mental pictures of things in a way that is never forgotten.

Handwork is specially useful in developing self-reliance and a will to persevere since these qualities are essential for, and are rewarded by, the production of tangible and permanent results. It also offers excellent opportunities for the cultivation of resourcefulness, adaptability and initiative, and the wider its range the more fruitful it is likely to be in these respects. It is of value also in helping children to realise the importance of accuracy, for mistakes in the concrete are easily recognised and can seldom be erased or wholly corrected ".

This hand and eye training should not, we consider, be developed to the disadvantage of the general educational development of the child or mainly with a view to making the trained child a valuable industrial asset in the economy of the household to which it belongs, especially since such a course as would make hand and eye training of industrial value would frequently involve the carrying

out of greater physical labour than the child is fit for, as also application for long periods to routine handwork which is most distasteful and irksome to the child and of no real educational value to the child of tender years.

Speaking of the teaching of housecraft to girls the same Handbook says:—

> "Since housecraft demands a certain standard of physique and some manipulative skill, it is not advisable for girls to begin this subject at too early an age. Present experience suggests that as a general rule instruction in housecraft in Elementary Schools is best given in the last two years of school life (which in England is when the children are 13 or 14 years of age), when girls are physically and mentally more fitted for the work than they are at an earlier age. These conditions make it important that the work should now be approached from a somewhat different standpoint from that adopted when the majority of girls began their housecraft instruction at the age of eleven. They will be able to do more work in a given time, to respond to greater demands upon their intelligence and have a wider range of knowledge gained both at school and at home to apply in their housecraft work."

These remarks could, we consider, be equally applied to boys so far as industrial training is concerned and it is therefore very difficult, nay practically impossible, to suggest an industrial training that is suitable for all children. On the other hand, it is very easy, to suggest a hand and eye training that is suitable to all children, and we have therefore clearly differentiated in our minds hand and eye training, looked at as a training of educational value and hand and eye training leading up to a trade or industry. The former only is the concern of primary education.

From the above remarks on general policy it will be observed that we cannot accept many of the suggestions put forward by witnesses before us, particularly those in regard to the inclusion of special handicrafts in primary schools. We feel that although there is some scope for modification of the existing curriculum so that it has a nearer relation to the local conditions which persist in the area in which the school is situated, the main object should be the education of the child in the three R's and the co-ordinate development of the senses and faculties with the child's intelligence.

Some of the forms of hand and eye training which are suitable for primary schools are sand and clay modelling, paper folding and cutting, drawing and brush work, rattan work and *chik* making and simple work with cotton thread and cloth, including netting of *nalas* and making of *gota*, and we recognise that though some of this hand and eye training if intensively developed on its practical side may lead to industry, yet the fact that it might be

developed into an industry does not of itself exclude it from being included as a suitable hand and eye training.

It must not be presumed that we are opposed to boys being kept in touch with agricultural village handicrafts and the other elements of their everyday life. We feel that it is all to the advantage of the child if he is kept in touch not only with nature (including agriculture) on the one hand, but with the developments which have arisen from a changing civilization (which include such industries and handicrafts as a child will come across in his everyday life) on the other hand. On the contrary we would like to emphasize the desirability of the child remaining in touch with agriculture and with village handicrafts; but such a view does not postulate what so many of our witnesses seemed to presume that it did postulate a vocational type of education to the primary school child.

35. Religious instruction.—Several witnesses, but Muslim witnesses in particular, have stressed the desirability—greater in the case of girls than of boys—of imparting religious instruction, which the majority of our witnesses considered should be given either at the beginning or at the end of the school session at the expense of the communities concerned and through their own teachers, who would not be members of the regular school staff. It was generally recognised that if association provided religious teachers they would have to be acceptable to the controlling authority, that is to either the Government or the local body. Teachers, they maintained, should be given a free hand in imparting instruction to the children of their persuasion only. It was also suggested that religious instruction should be made compulsory in municipal schools where Muslim boys predominated, and that the Municipality should pay for it, or failing this, that private agencies should meet the cost.

One view is that some provision should be made in the time tables for religious instruction which should take the form of moral instruction; it should be based upon the principles of religious instruction and should centre round the fundamental texts of the religious authorities which enunciate these principles; the principles upon which the instruction is based should be such as are common to all religions and do not raise any point of controversy as between one religion and another religion; formalism and practices which are peculiar to a religion should never appear in the instruction which is given in the schools; religious instruction should take place normally either at the beginning or at the end of the school session, and the State should incur no expense in connection with it. So long as such religious instruction pertains to the moral principles underlying all religions, there is no reason why the instruction should not be given by the school teacher. In fact we should prefer that it were given by the school

teachers. We are not in favour of the State or Municipality or District Board incurring any separate expenditure on it, nor are we in favour of special provision being made for introducing outside teachers into the schools to give instruction in the various religions or sects of the communities. If it so happens that all the pupils attending any particular school are of the same faith there is, in our opinion, no reason why religious instruction based not merely upon moral principles but upon the canons of faith belonging to that religion should not be imparted. Some of us would go further; we think that religious instruction is of great importance to girls, more in fact than it is to boys, and that where possible definitely religious instruction should be given to girls and that such instruction may have in their case a more specific religious bias than in the case of boys.

36. Part-time schools and night schools.—There was some confusion in the minds of several of our witnesses as to what part-time schools and night schools should set out to do and as to the class of person who should be admitted to a night or part-time school—the child, the youth or the adult.

We have examined this question and may state briefly that these schools are of three different kinds. Firstly, they may offer to adults instruction which may be of an advanced character but is usually of a very elementary character, even starting with learning the alphabet. The instruction in this type of school, *viz.*, adult education, we have considered to be scarcely within the terms of our reference. Secondly, they may be continuation schools offering instruction to children who have already received some education. Here we are dealing with pupils beyond the primary stage and our terms of reference do not include a consideration of this type of school. Thirdly, there are part-time schools in which the number of hours of instruction is less than the number set apart in an ordinary boys' or girls' school; they are frequently held at other times of the day than the normal and are attended by children, not by adults. We have considered this last kind of school.

The suggestion to have part-time schools for untouchable and other backward classes found considerable favour with witnesses who appeared before us. No need was established for part-time schools for other classes of children except in rural areas where they were considered by some witnesses necessary owing to the poverty of the people and the necessity for children to help in augmenting the family income. As to untouchable and other backward classes it was suggested that in view of the need for boys and girls of this class to work for their livelihood it was necessary to reduce the ordinary class hours to about one half of what they were at present. But this limited amount would not in itself, it was admitted, ensure the production of literacy in four years. It was urged, however, that such education as they could

receive would be of some benefit to them; it might give them an incentive to join night or continuation classes later or to endeavour to continue their education at home.

We would like to insist upon the need for such schools forming an integral portion of whatever arrangements are made for primary education and prefer to look upon them not as separate schools but as ordinary normal schools such as we have considered in dealing with the question of the education of kumars.

As stated elsewhere in this report the chamars in Delhi who live on the leather trade find themselves workers in a languishing industry and their economic condition far from satisfactory. Every member of the family has to be looked upon and indeed is looked upon as an economic asset; as soon as a child is able to earn a few annas he is put to earn these few annas in order that the family may remain just slightly above the border line of starvation. Our suggestion therefore with regard to the chamars is that the educational facilities which are offered should be such as will bear in mind the necessity for the child remaining for some years at least an economic asset, that is until the whole community can adjust itself to its changing labour conditions. This will necessitate a shortened school session and the placing of the school session at a different part of the day from that which other schools usually adopt. The normal school hours are somewhere between 6 to 11 in the summer and 10 to 4 in the cold weather periods. Ordinarily it would appear that 3 hours would be the maximum amount of time which a chamar child would be able to give to school instruction in the day, the rest of the period being spent by him in earning a few annas to help to provide food for himself and the other members of the household to which he belongs.

A restriction of the number of school hours devoted to instruction every day would ordinarily mean an extended duration of the school course before literacy was achieved. We have already mentioned that hand and eye development assists in mental development and also that with increasing years, about the period when the child is still a child and not fully developed, the growth of intelligence increases rapidly up to a certain stage with the result that we anticipate that only a slight extension of the number of years required to produce literacy will be necessary in the case of chamar children over those who attend for the whole day.

Regarding the times during which these schools largely peopled by chamars are held, we do not recommend *a priori* any definite hours. The most suitable hours will depend upon local conditions and will have to be looked into by the local authorities.

The Municipality of Delhi started night schools for adults in December 1924 and the District Board made a start in the rural area in 1924-25. The number of schools and the number of pupils on the rolls year by year are shown below:

Night schools for adults.

Year.	Delhi Municipality.		District Board.		Notified Area Committee.		New Delhi Municipality.		New Cantonment.		Total.	
	No. of schools.	Enrolment.	No. of schools	Enrolment.	No. of schools.	Enrolment.	No. of schools.	Enrolment.	No. of schools.	Enrolment.	No. of schools.	Enrolment.
1924-25 . .	8	261	16	272	..	..	..	..	..	..	24	533
1925-26 . .	14	561	..	..	..	..	..	..	..	..	14	561
1926-27 . .	20	562	..	..	..	..	..	..	..	..	20	562
1927-28 . .	21	841	5	132	1	48	1	52	..	..	28	1,073
1928-29 . .	30	1,069	10	260	2	97	1	53	..	..	43	1,479

In 1925-26 the District Board schools were closed down, partly for want of interest in education among the villagers but chiefly because the District Board could not find funds to remunerate the teachers for the additional work involved in running night classes. Provision was made in the 5-year programme for the opening of schools at the rate of 5 schools per year in the rural areas.

It was stated in evidence that the experience of the Municipality in respect of night schools had not been a happy one and that they had decided to close their night schools in the town. It was suggested by some witnesses that evening continuation classes and night schools would work well if controlled by Government. Separate classes for craft work and for literary work were advocated, as also the opening of night schools in the areas inhabited by the untouchables and other backward classes.

From the evidence we have received we are not prepared to recommend the opening of more night schools for adults under conditions which have not proved favourable for their success.

37. Residential primary schools.—From the evidence given before us there did not appear to be any need for residential primary schools in the Delhi province, though a suggestion was made that there should be better class fee paying residential primary schools with staff, equipment and accommodation decidedly superior to those in the ordinary type of primary school and with suitable play grounds attached to them. This class of school is, however, more the type of a preparatory school for children who propose to continue their education in at least a secondary school—and probably in a university—and so do not come under the scope of our main enquiry. We agree that there is no necessity in Delhi for residential schools for primary school children.

38. Bilingual and multi-lingual areas.—Our enquiry has revealed that in the Delhi province the multi-lingual problem has not to be contended with outside Delhi, New Delhi and Timarpur. It scarcely exists in the rural areas. Its existence in New Delhi and Timarpur as a new problem is due entirely to Delhi being the seat of the Government of India, while its existence in Delhi has its origin in the size, location, commerce and history of this city. The chief vernaculars spoken are Hindustani, Urdu, Hindi, Punjabi, Bengali, Tamil, Gujarati and Marathi, Hindustani is the common spoken language of the majority of the people which when spoken by the educated Muslims contains many Persian words and derivatives and is known as Urdu, but which when spoken by the educated Hindu contains many Sanskrit words and derivatives and is known as Hindi. Punjabi is spoken by employees of Government and the railway as well as by some traders and merchants, most if not all of whom also know Hindi. Bengali and Tamil are spoken mainly by employees of Government, while Gujarati and Marathi are spoken mainly by a few business men and employees of the railway. The education of children whose parents speak a vernacular at home different from that spoken by the majority of residents in a place becomes a problem merely on account of the elementary educational axiom that a child should receive its early instruction through the medium of the language spoken in its home by its parents. It is solved, in those places where it is solved and not merely left as an insoluble problem, by having separate schools or separate classes in the same school for children speaking different languages.

At New Delhi and Timarpur there are primary schools as well as secondary schools with primary classes attached to them for children speaking Hindustani, Bengali and Tamil. In Delhi there is a Bengali High School with primary classes attached to it as well as unrecognised schools for Gujarati and Marathi boys. In the Notified Area four sections of children, each speaking a different language—Urdu, Hindi, Bengali or Tamil—and each with a separate teacher or teachers—receive education in one building under the supervision of one headmaster.

The arrangements made to solve the multi-lingual problem of Delhi, which may be divided into two parts, are as satisfactory as is possible. There is first of all the problem of the bilingual script. A common language which we may colloquially call Hindustani is spoken; some members of the population use the Persian script for writing it and the language then becomes Urdu; other members use the Devanagri script and the language then becomes Hindi. We are here talking about simple words such as are used in the lower primary classes of a school. The words of the common spoken language are those which are used in every-day life and are current in the books used in the lower classes of a primary school. In the higher classes of the primary school (III and IV), however, the literary readers contain words which are peculiar either to Hindi or to Urdu. It has been found that in

practice there is little difficulty in the same teacher giving instruction to boys, some of whom prefer to use the Devanagri script and some the Persian script. In the city of Delhi, however, influences appear to have grown up which required that there should be separate schools or separate classes in the same school for boys using the Devanagri script from those using the Persian script, and now that compulsory education is being introduced into the Delhi municipal area the demand for instruction is languages other than Urdu is making itself felt from people who speak these other languages in their homes. Witnesses realise that to have separate classes under separate teachers for children speaking different languages adds to the cost of education, and it was suggested that the most economical method of dealing with the matter would be to employ only such teachers for primary schools as know at least two languages well. But there is little objection to separate classes on general educational lines in the city of Delhi since the population is dense and even a small area requires more than one school. We are of opinion that ordinarily as between Hindi and Urdu the language taught in the primary school should be that of the large majority of the people, but that when the majority is not large, that is, when there is an appreciably sized minority which desires instruction in a different language, provision should be made for giving instruction in that other language. Usually there is little difficulty as between Urdu and Hindi since most teachers know both languages, for in the training school Persian or Hindi is prescribed as an optional second language. Basing our conclusions upon the axiom that the first instruction that is given to a child should be given to it in its own vernacular, we recommend that all possible provision be made for meeting the needs of the peoples speaking different languages in their homes in this multi-lingual area.

The remarks about dividing the school into two sections, Hindi and Urdu, are applicable more to girls' schools than to boys' schools. In boys' schools it is usually the case that instruction is given in Urdu but that provision is made for teaching Hindi as a second script to those who desire it. We were informed that there is a growing demand for the use of the Hindi script instead of the Urdu script among Hindus. The Municipality of New Delhi has endeavoured to meet this demand to some extent by the introduction of Hindi in schools. We, however, did not investigate local conditions to the extent which would enable us to arrive at a definite conclusion as to whether or not sufficient had been done in the way of the introduction of Hindi as a script and language to meet the desires of that part of the people who put forward a desire for it.

New Delhi and Timarpur, in particular, have a large number of people speaking languages which are not indigenous to Delhi, for example, Bengali, Punjabi, Tamil and to a less extent Gujarati and Marathi. Provision is made for giving instruction in these

languages either by having separate schools for them or by having teachers knowing these languages attached to the schools in which the instruction given is mainly Hindustani. We are not prepared to put forward any formula which will cover the needs of these various languages in the different areas, but we feel that the action taken in appointing separate teachers knowing a vernacular which has only a few boys using that vernacular in a school probably goes as far as is possible. When however the number of pupils reading one of these other vernaculars is comparatively large, a separate school or a separate branch of a school is desirable.

In the rural areas the bi-lingual problem was scarcely evident. In one of the larger villages, however, it was brought to our notice that only Urdu instruction was given and that some people put forward a claim that Hindi should also be taught. We consider that greater facilities than exist at present should be given in rural areas for instruction in Hindi to those boys whose parents desire it. We are very strongly of opinion that all teachers, both men and women, should, before they receive a teacher's certificate, give evidence that they are able to both read and write in two vernaculars. The majority of teachers will naturally learn both Urdu and Hindi, although we anticipate that a few will learn Punjabi or some other vernacular in place of Hindi or of Urdu.

39. Medical inspection.—As part of the 5-year programme of expansion of education extending from 1927-32 the Government of India sanctioned the introduction in Delhi of medical inspection of school children as an experimental measure. Major J. R. D. Webb, O.B.E., I.M.S., Assistant Director, Public Health, who has always taken a keen personal interest in this class of work and who for a number of years carried it out in Simla, was, on his transfer to Delhi in March, 1929, placed in charge of the medical inspection of children. The system introduced into Delhi is based on that introduced by Major Webb in Simla although it is not identical to it in every detail owing to the difference in area between the two towns and the large number of boys attending schools in Delhi. The scheme applies to every boy in school, whether high, middle or primary, urban or rural, under public or private management, and comprises the medical examination of the boys, the preparation of individual medical history cards, and the treatment of defects or diseases discovered in the course of the examination; it allows of the compilation of statistics, their analysis, general deductions and inferences from their analysis which will be helpful in the prevention of children's ailments; it includes the inspection of the sanitary conditions of school premises and the creation of a health sense among the pupils who are given simple lessons in hygiene.

A rapid survey taken by Major Webb showed that there were 108 boys' schools in the city and 100 boys' schools in the rural area, with an approximate attendance of 28,000 boys in these schools. Four whole-time male Sub-Assistant Surgeons with one

part-time Assistant Surgeon in sub-charge were detailed to conduct the medical inspection of school children and allied work. Two of the Sub-Assistant Surgeons were given definite work in the city, while the other two shared duties with the two public health Sub-Assistant Surgeons already employed in the rural areas. These four Sub-Assistant Surgeons were available for all public health activities in the rural area, including school medical inspection. Each doctor was given an area in which to work. It was decided that each of the 28,000 boys mentioned above should be medically examined twice during the year. The first examination has been finished in the rural area but not in the city as the work did not start before April 1928. The defects which are discovered in the boys at the time of the medical examination are recorded on individual medical history index cards. One such card is prepared for each boy and forms his medical record extending over a period of 6 years. Minor defects, such as the lack of personal cleanliness on the part of the child, are brought to the notice of masters with a view to correction. In the case of major defects entries are made on specially designed treatment tickets. These tickets are sent to the parents with the request that they take the child for treatment to the nearest hospital or dispensary or to their private family doctor. The treatment of children in rural areas for major defects was difficult owing to the scattered nature of village schools and to the distance from a school to a rural dispensary; in consequence each of the doctors in charge of medical inspection in rural schools was provided with a travelling box of equipment and each carried out such treatment as he could on the spot.

Complaint was made that while the scheme may be held to have been successful, bearing in mind the fact that it was started only in April 1928, yet the success achieved was disappointing due to the small staff employed, the indifference of parents to the treatment of their children, their definite aversion to operative treatment and to a lack of zeal on the part of teachers. It was stated that the masters believe that their duties are confined to school teaching only, that in rendering assistance in connection with medical inspection of the children at school they do extra work for which they get no extra remuneration and that they are unable to appreciate the fact that the teaching of the educational curriculum would be facilitated if they dealt with healthy instead of with ailing boys. The local health department has applied for an increase of staff and the provision of medicine chests in the larger village schools to facilitate the treatment of boys in rural areas. The need of teachers rendering all assistance to the medical staff has also been brought to the notice of the school authorities but the gradual education of the parents and the co-operation of parents, masters and doctors is the only possible way of the scheme attaining full success.

During the latter part of the year 1928 a lady doctor was engaged by the Delhi Municipality to examine medically and treat

the girls attending girls' schools under municipal management in Delhi city. The results did not differ much from those in boys' schools. Advice was given to parents in the case of major ailments but practically no action was taken by them. There are no means to enforce compulsion, and persuasion where tried has not been very successful. Here too the only solution possible seems to be the gradual education of the parents and the co-operation of parents, teachers and doctors. It is proposed that the girls attending schools in New Delhi and in the Notified Area Committee should be examined by the two Sub-Assistant Surgeon lady doctors who are employed on maternity and child welfare work in these areas. The rural schools for girls—there are very few—have not been inspected so far. A proposal to have them inspected by the four public health male Sub-Assistant Surgeons is, it is understood, under consideration of the Public Health Department; but there are obvious objections to the examination of girls by men doctors, and we desire to make it clear that in our opinion girls should be inspected by women doctors and not by men doctors. We also recommend that a woman medical officer be appointed for the inspection of aided girls' schools in the city of Delhi.

We understand that a report is submitted annually to the local administration by the Public Health Department on the sanitation of school premises but, in order to remedy the unsatisfactory conditions which we have noticed in paragraph 29 prevailing in a large number of school buildings in Delhi, we would insist upon a periodical strict sanitary examination of every school building taking place. The officer who inspects these buildings should, we consider, be a Government officer who is not under the control of any local body.

40. Fees and free education.—The Punjab Primary Education Act, 1919, which applies to Delhi, lays down that, in any area to which the provisions of the Act relating to compulsory education have been extended, the authority of that local area shall charge no fees in any recognised school for primary education maintained by itself, and if required by the authorities of any school within its local area not maintained only out of provincial or local funds shall pay from its own funds the whole or part of any fees up to the maximum scale of fees provided by the Punjab Education Code payable for primary education in respect of any boy or boys attending such school. The position, therefore, is that in those areas to which compulsion is applied education is free whether the schools are maintained by public or by private agency. In District Board village schools, however, where compulsion is in force books and stationery are not supplied free at present though a proposal to supply reading and writing materials free to poor students has been approved by the Board. In those areas within the limits of Delhi Municipality in which compulsion has not yet been brought into force (it will be brought into force throughout the whole municipality by next year), education is also free

in both municipal and private schools, the Municipality compensating the private schools for loss of income from fees by granting annually an increase of 50 to 70 per cent. of the grant earned under the Code rules according to the qualifications of the staff, subject to a limit of Rs. 12 per pupil in average attendance. In the schools maintained by the New Delhi Municipality, the Notified Area Committee and the New Cantonment, primary education is also free. In district board schools and in aided schools in the areas where compulsion has not been introduced fees are charged at the rates of annas 1, 2, 3 and 4 respectively in the first four classes, while fee concessions are allowed to 25 per cent. of the pupils on the rolls. The children of soldiers who were on the active list during the period of the Great War are given free tuition and scholarships of Rs. 2 and Rs. 3 per annum in the first two and in the last two classes of a primary school respectively.

Section 37 of the English Education Act, 1921, (11 and 12 George V, C. 61) provides that " no fees shall be charged or other charges of any kind made in any public elementary school and that during the period of 5 years from the 1st April 1919 the Board of Education shall, in each year, out of monies provided by Parliament, pay to the managers of schools maintained but not provided by a local education authority in which fees were charged immediately before that date the average yearly sum paid to the managers under Section 14 of the Education Act, 1902, during the 5 years immediately preceding that day ". The Board of Education also under the Act has the power to decide whether in any particular area a school maintained but not provided by an education authority is necessary or redundant and if it is considered unnecessary the Board may refuse to give any grant to such school. The idea underlying this provision seems to have been to cease after a certain period, when it was probably anticipated that a public elementary school would be provided in every area, the payment to private institutions of all grants-in-aid made as compensation for loss of fee income on the introduction of compulsion.

So far as we are aware no provision such as that in England exists in the Education Acts in this country and grants-in-aid as compensation for loss of fee income on the introduction of compulsion are made to private institutions without any limit of time. Under Section 25 of Chapter III of the Punjab Education Code the total grant awarded to a school under the heads " block " and " staff " grants, including all aid from public revenues towards expenditure on tuition, shall not exceed three-quarters of the excess on approved expenditure on tuition over the income from tuition fees calculated according to the scale fixed by Government. So long as this maximum limit holds there seems to us little force in recommending the application of the English procedure to India.

While on the subject of fees we must draw a distinction between primary schools and primary departments which are attached

to middle or high schools. We are of opinion that the primary departments attached to middle or high schools have a rather different function from primary schools, the former having as their object the education of children who will it is anticipated proceed to higher education, while the object of primary schools is in the main merely to break down illiteracy. On this view and bearing in mind the difference in staffing and curriculum in the two classes of institution we consider that fees should be charged in primary departments which are attached to high or middle schools, but that no fees at all should be charged in primary schools which have no higher section placed on them.

41. Concessions to school children.—In boys' schools in the municipal area where compulsion is in force a boy by applying to the Superintendent of Municipal Education can, if his case is a deserving one, get books and stationery free. Similarly in the district board areas where compulsion is in force a slate and takhti are supplied free in boys' schools. In other schools maintained by local bodies and in those under private management no such concession is allowed except in isolated instances. In order to induce parents to send their children, both boys and girls, particularly of the untouchable and other backward classes, to school witnesses urged that free meals, free books and stationery and school materials, including sewing materials for girls, clean clothes, *e.g.*, a uniform, and a reward for attendance should be provided and further that as many scholarships as possible should be reserved for untouchable and other backward class pupils. In making these recommendations witnesses pointed out that, while there would be no objection to free meals in their own schools, such a concession in schools attended by boys of all classes of the community would not only be difficult but would give those who received the concession an invidious distinction. On the other hand it was thought that the present practice of the Municipality was sufficient and that for the first 6 months no books need be used in class I. Some grant for medical aid to the very poor was also suggested.

We consider that so far as the untouchable classes go inducements should be offered to the children to attend school. We would recommend that free books, slates and stationery, in fact reading and writing materials, be supplied to them, and in the case of girls, sewing materials also.

Opinions are divided among us on the question whether any inducement in the shape of a reward should be granted for regular attendance to pupils of the untouchable classes studying in schools located in their areas. Two members are against rewards of any kind being given for regular attendance. One member considers that a monetary reward should be given, another member, while prepared to recommend that some reward should be given, is not in favour of that reward being monetary in nature, but would

prefer that it should be in the shape of some cloth or other article which would be of some use to the child or its parents.

We are agreed that to give education to the starving child is worse than useless and that before a child can benefit from any instruction which is offered to him he must be physically in a position to receive that instruction, that is to say he must not be famishing. We are of opinion, therefore, that some provision for food should be made for the children attending the schools located in areas peopled mainly by the untouchables who are in general among the poorest. We recognise the difficulties of making such provision, difficulties in cooking, in getting a food which would be acceptable to all pupils, in the possibility of leakage of funds or provision, and indeed the many difficulties that arise whenever we are dealing with the free provision of supplies of any kind. We have come to the conclusion that probably the most suitable supply for schools in Delhi would be a small quantity, probably one pice worth, of roasted gram per day per child, and while we put this suggestion forward we do not consider that other articles of supply might not be found equally suitable provided that there was a possibility of the supply being satisfactory in standard and quality and leakage being prevented.

42. Main factors of the provision of compulsion — The provisions of the Primary Education Act of the Punjab, which has been made applicable to Delhi, require the parent of every boy residing in the area to which the Act is extended under penalty of prosecution and fine to send every boy who is not under 6 years of age and over 11 years of age to a recognised primary school for such number of days in a month and such number of hours in a day as may be prescribed. The Act provides for exemption of particular classes or communities from its operation and also for the non-attendance of boys if certain conditions laid down in the Act are fulfilled. The local authority is required to provide the school accommodation, equipment and staff and to charge no fees in recognised schools in the areas in question.

43. Areas in which compulsion is in force.—As has been stated the Delhi Municipality and the District Board have taken advantage of the Primary Education Act and have extended Part II of that Act relating to compulsory primary education to certain areas. So far as Delhi Municipality is concerned compulsion was first applied in the year 1926-27 to four administrative wards covering about one quarter of the city. During the year 1927-28 two more wards were brought under the operation of the Act and it is expected that the scheme introducing compulsion will be completed in the current year 1929-30, by the end of which the whole of the city will be brought within the provisions of compulsory education. Compulsion has also been sanctioned for ten district board areas, to be started in two areas each year during the present quinquennial period of expansion, the cost to be met from

Government grants. It is at present in force in the villages of Chiragh-Delhi, Mahpalpur, Khor-Punjab and Kanjhaola.

44. Working of compulsion.—Evidence showed that on the whole the system was working smoothly; that it had been successful among the higher classes of society but not, for economic causes, among the lower classes; that schools had been located in over-crowded and insanitary buildings without any space for play grounds; and that difficulties had arisen from the admission of untouchables into schools since parents disliked their children mixing with low caste boys and untouchables, not merely because the latter were socially degraded and often physically dirty but because by such association the influence of the better home training of the better class boy was diminished. The introduction of compulsion was also said to have been retarded by inadequacy of accommodation and inability to secure additional staff, both necessitating the refusal of admissions to schools, and by insufficient funds.

45. Extension of compulsion.—The extension of compulsion through the whole province, though recognised as desirable, was not considered immediately practicable, especially in rural areas, though it was suggested that it should be extended as quickly as local circumstances permitted to the Notified Area and to New Delhi. A point that was stressed was that in any scheme of extension adequate attention should be paid to the health conditions under which children will work in the selection of school sites and buildings. Suggestions put forward for the expansion of education and for the popularisation of compulsory education were propaganda work, the introduction of handwork and vocational training in schools in agricultural and industrial areas, the free provision of reading and writing materials, the grant of stipends and of free conveyance to poor students, separate classes for untouchables, and the relaxation of the rules of recognition so that the religious schools maintained by each community may secure recognition under easy conditions, or alternatively so that each community should have a time set apart in school for their children for religious instruction, such instruction being provided at the cost of the interested community. The ages favoured were from 6 to 12 years to cover the entire primary course. As the primary course is of only 5 years' duration this period, which is of 6 years, makes provision for the boys who take 6 years to cover a 5 year course. It was also suggested that areas in which compulsion is to be introduced should be selected in the following order of priority (*a*) where primary education has been provided for at least 7 or 8 years and the school has been successful in attracting about 60 per cent. of the boys of school-going age; (*b*) where it is possible to have an attendance committee of at least 5 residents who are themselves educated or are interested in education.

We have considered these suggestions and are of opinion that it is desirable to apply compulsion to boys in the Notified Area

and in New Delhi at as early a date as possible, but that a condition precedent to the application of compulsion should be the provision of suitable accommodation and a sufficient supply of teachers. We consider it desirable, therefore, that meantime, as a first step, a census of the school population in New Delhi should be proceeded with so that the size and location of the additional schools required in order to introduce compulsion may be ascertained.

In extending compulsion to these areas it is necessary to bear in mind the needs of the migratory population. A large labouring population has been imported into Delhi, particularly New Delhi, during recent years, who as a rule are housed with their families in separate lines, where they live together in very large communities and with a fairly large number of children. They are in essence large villages and yet no provision has been made by the authorities concerned to start schools for their children. But apart from any consideration of the application of compulsion we recommend that provision be made early for the free primary education of the children of these workpeople, most of whom are employed by Government or by Government contractors. We have all the greater confidence in the success that would ensue from the acceptance of this recommendation since we had it in evidence that two private schools had been started, one in each of these camps, the skilled labourers among them having themselves subscribed together, some of them as much as Rs. 2 a month, in order to meet half the cost of the teachers employed in these two coolie camp schools, the other half of the cost being met by the contractor. These schools have now, we understand, been closed but the very fact that they were started privately is evidence of the desire of these people for their children's education and we consider that temporary accommodation might be provided at a small cost from public funds which would meet the needs of this migratory population.

46. Exemptions.—The majority of witnesses favoured universal compulsion for boys without exempting any particular community and with the same age limits for boys of all communities. A few witnesses proposed either total exemption for boys of the untouchable and other backward classes, especially sweepers, or sufficient elasticity in the rules to allow pupils from these classes some time off from school for work on the ground that being extremely poor they needed opportunities for earning a few pice.

We are very reluctant to recommend that any distinction be made between one class of the community and another when compulsion is applied, even though the Primary Education Act, 1919, provides for the exemption of particular classes and communities from the operation of the Act. So long as this provision remains in force it will take years before a complete cent. per cent. attendance under compulsion is attainable, but when we are working

towards universal compulsion we do not desire that any manner of exemption should be granted which will not only retard progress towards universal primary education but will tend to harden the distinctions between one class of the community and another.

47. Safeguards.—In order to prevent possible hardship on the people due to the enforcement of compulsion it was suggested that part time schools for the very poor should be established in areas where compulsion was enforced, and further that in agricultural areas children should be granted holidays during harvest time. The opening of night schools, changes in school hours, the grant of liberal stipends and the free supply of school materials and clothing as also the award of prizes were amongst other suggestions made.

In other parts of this Report will be found our recommendations in regard to school hours, night and part-time schools, free education and concessions to pupils.

48. Extension of compulsion in rural areas.—In order to ascertain the rate at which compulsion is being introduced in rural areas and whether adequate provision has been made for it, the following statement has been compiled:—

Total number of towns and villages . . .	315
Total population	488,188
Number of villages with population under 500 .	199
Population of	50,052
Number of villages with population between 500-1,000	67
Population of	46,703
Number of villages with population between 1,000-2,000	40
Population of	56,686
Number of villages with population between 2,000-5,000	7
Population of	21,236
Number of villages with population between 5,000-10,000	1
Population of	6,355
Number of towns with population over 100,000 .	1
Population	304,420
Number of people living in encampments, boats, large fairs and railway population . .	2,736

Since there is only one urban area in the Delhi Province the number of villages and small towns under the jurisdiction of the District Board is 314 with a stationary population of 181,032. The number of boys and girls of school-going age in the rural and urban areas has already been given as:—

Urban—	
Boys	20,026
Girls	15,785
Rural—	
Boys	10,954
Girls	10,860

It is clear that the District Board is not at present in a position to provide even one school in each of these villages and it is necessary therefore to examine whether it is at least in a position to start and work schools in each big village. Assuming a big village to mean one in which the population is more than 1,000, the statement above shows that the number of such villages is 48 with a population of 84,277. Assuming that in these big villages the proportion of males to the total population is the same as that which obtains in the whole province, the number of males included in the above would be 48,619. Assuming that 11 per cent. of these are boys of school-going age (this being the proportion for the whole province) the number of such boys would be about 5,348. The number of schools required to give instruction to those boys would be at 45 boys per school about 120 or an average of over 2 schools for every big village. In 1928-29 the number of primary schools and primary departments of secondary schools under the management of the Board was 82, attended by 4,181 pupils. Hence in order to serve at least every big village 38 more such schools or departments would be required and at the rate of two new schools every year which is the present rate of progress under the five years' programme for expansion, it will take 19 years to provide primary education in all *large* villages, leaving out of consideration villages of a population of 500—1,000, the number of which is 67, as well as all villages with a population below 500.

In accordance with the 5-year programme of educational expansion funds are provided which will enable the District Board to apply compulsion to two village areas every year, so that at the end of 5 years 10 villages will have introduced compulsory primary education for boys. It was stated in evidence that a very large number of areas desired the introduction of compulsion but that under the existing programme of expansion many areas that desired it would still remain without compulsion at the end of the five-year period; the statistical examination made above entirely supports this view. We are definitely of opinion that provision of more village schools and for more teachers which will enable an accelerated introduction by the District Board of compulsion in villages is necessary. It is obvious, therefore, to us that additional funds are necessary to enable compulsion to be applied to a larger number of areas each year than the 5-year programme permits.

49. Cost of compulsion.—Several suggestions were received in regard to the manner in which the cost of compulsion should be met, the main of which are that the cost should be met by increased Government subsidies to local bodies, by increased terminal taxes, from an educational cess to be levied from local residents on an income-tax basis, by setting apart for educational purposes certain items of revenue and by reduction under other heads of expenditure so as to increase expenditure under the head " Education ".

The cost of compulsion in the different areas is worked out below.

The male population and the population of school-going age in each of the areas is shown below:—

Area.	Male population.	Boys of school-going age (at 11 per cent. of male population).
Delhi District Board . . .	99,579	10,954
Delhi Municipality	143,679	15,805
New Delhi	20,126	2,214
Notified Area	13,669	1,503
New Cantonment	4,580	504

Taking each area separately the cost works out as follows:—

Delhi District Board.—As 40 pupils is the maximum which can be taught in one class by one teacher, the number of schools required at 40 boys per school would be about 274. Assuming that the rent for a building sufficient to accommodate 40 boys would be about Rs. 10 per month or Rs. 120 per year (based on Rs. 2,400 the capital cost of a building to accommodate 40 boys) and assuming that the pay of one teacher for teaching these 40 boys would be Rs. 30 per month or Rs. 360 per year and assuming that contingencies come to about Rs. 12 a year, it is clear that the total annual cost per school would be about Rs. 492 or nearly Rs. 500 a year. Hence the recurring cost of all the schools to be maintained by the District Board would be Rs. 1,37,000 annually. The amount that is being spent from public funds on primary schools in this area, at present, is nearly Rs. 32,000, so that an additional minimum of about one lakh of rupees is required.

Notified Area Committee.—Assuming that conditions in the District Board and the Notified Area Committee are the same the cost of a school would be Rs. 500 a year, and since 38 such schools are required the total cost (recurring) to the Committee would be Rs. 19,000 annually. The amount that is being spent at present on primary schools in this area from public funds is *nil.*

New Cantonment.—Assuming that the cost of maintaining a primary school in this area is the same as that in the rural area and assuming that the Government provides the requisite buildings, the cost per school would be Rs. 372 per annum (Rs. 360 for the teacher and Rs. 12 for contingencies). Since about 13 such schools are required the recurring cost per annum would be Rs. 4,836 or say Rs. 5,000. The amount that is being spent from public funds at present on primary schools in this area is *nil.*

Delhi Municipality.—The calculated number of boys of school-going age is 15,805. It was remarked elsewhere that the average number of boys in a municipal school is about 200. Hence the number of schools required for applying compulsion in the municipality would be about 79, and each school would have to be staffed by five teachers. Assuming that the rent of a building to accom-

modate 200 pupils would be about Rs. 80 a month or Rs. 960 a year, that the pay of the teachers is Rs. 30 per month, that is, Rs. 150 per month for five teachers or Rs. 1,800 per year per school, and that the contingencies come to about Rs. 60 per year, the total cost of a primary school in this area would be about Rs. 2,820 per year per school. Hence the total amount to be spent in the Delhi Municipality would be Rs. 2,22,780 per annum. This is a minimum figure. The amount that is being spent from public funds on primary schools in this area, at present, is Rs. 2,08,000 nearly, so that an additional minimum expenditure of nearly Rs. 15,000 is required.

New Delhi.—Assuming that conditions in Delhi Municipality and in New Delhi are similar the number of schools required, on the same basis, would be about 11. Since the pay of teachers is Rs. 35 per mensem (including Rs. 5 house-rent) or Rs. 420 per year or Rs. 2,100 a year for every school of five teachers and since the rent and contingencies can be expected to be the same as for Delhi, namely Rs. 560 and Rs. 60 respectively per annum, the total annual cost would be Rs. 3,120. The total recurring cost in New Delhi for 11 schools would therefore be Rs. 34,320 a year. The amount that is being spent from public funds at present on primary schools in this area is Rs. 3,600 nearly, so that an additional minimum expenditure of nearly Rs. 31,000 is required.

Final results—

	Rs.
Amount to be spent in Delhi District Board area	1,37,000
Amount to be spent in the Notified Area	19,000
Amount to be spent in New Cantonment	5,000
Amount to be spent in Delhi Municipal area	2,22,800
Amount to be spent in New Delhi	34,300
TOTAL	4,18,100

Hence at a conservative estimate, excluding capital expenditure, a sum of over Rs. 4 lakhs would have to be spent annually if compulsion were introduced. The amount which is being spent at present (1928-29) on boys' primary schools in the Delhi Province from public funds as well as from fees and other sources is Rs. 3,19,014. The amount spent by public funds alone is Rs. 2,44,000 nearly. Hence if local bodies take over direct control of all primary schools for boys without seeking the assistance of private bodies the amount to be spent from public funds would have to be increased by about Rs. $1\frac{3}{4}$ lakhs in order to provide facilities for primary education to all boys of school-going age. But if endowments and subscriptions from private sources continue as heretofore the additional amount required to be spent from public funds in order to introduce universal education for boys in the province would be about one lakh of rupees.

In addition the cost of furniture and appliances (black board, chairs, books) required may be estimated at Rs. 200 for each school. If free books, etc., are to be provided the cost will be about Rs. 5 per school per year.

50. Co-education.—Co-education implying that an almost equal number of boys and girls are receiving education in one and the same school can scarcely be said to exist in either rural or urban areas of Delhi. In Delhi Municipality a boy or two (the younger brother of a girl pupil or the son of a teacher) may be seen reading in a school for girls, while a girl may be seen here and there in a school for boys. In the urban area, which is mainly Delhi Municipality, the population is so dense as to make it necessary to have a large number of schools in a limited area, so that it is economical to have separate schools for boys and for girls, while in the rural areas the schools, which are small, are practically all schools for boys in which a girl or two is found reading here and there.

The general trend of opinion placed before us was against co-education. Some witnesses considered that girls would be contaminated by their close association with boys and acquire their rough habits and vulgar speech. A few witnesses advocated co-education up to the age of 10, while a few others would limit it to 6 or 7 years for girls and 8 for boys. But practically all those who supported co-education did so on the understanding that the teaching was given by women.

We see no objection on general theoretical grounds to co-education up to the age of about 8 years of age provided that women teachers are available, but since women teachers are not at present available in sufficient numbers to staff even the existing girls' schools, far less any newly opened girls' schools, it is not possible to obtain women teachers to staff co-educational schools for children of both sexes up to the age of 8. The present position as regards co-education will have to remain for some years to come; in urban areas separate schools for boys and girls without any real co-education will continue, while in the villages where the population is sufficiently large for only a single school, boys and girls will have to read together, the girls attending school along with their brothers. We are of opinion, however, that where girls attend a school, no matter what their number may be, some woman should be attached to the school, if not a teacher then a conductress or caller, since it is most desirable that when little girls attend school there should be some woman to look after them. Where the village is large enough to have two schools one should be for girls and the other for boys.

We have considered the question whether co-education could not be introduced in the lower classes of a two-teacher school, the staff of the school containing one man and one woman teacher. We are, however, definitely of opinion that a woman teacher should not be employed in a two-teacher school, even with the object of having co-educational classes, except where the woman is the wife of the teacher. When, however, the school is sufficiently large to need several teachers, though the objection to the employment of only one woman teacher remains, yet there is not the same objection to the employment of two or three women teachers together and the institution of co-educational classes. We do recognise, however,

that situations may arise which require tactful handling when men and women are engaged in teaching together in the same school.

51. General description of untouchables.—Our terms of reference require us to enquire into the necessity for providing special facilities for the community generally known as "untouchables," but since the communities themselves are not in full agreement as to which of them are and which of them are not untouchables, we have considered the problem in its relation to all those backward classes who are considered to be untouchable by any community or section of a community residing in the areas about which we are enquiring.

We have ascertained that in Delhi the classes which may be considered as true "untouchables" are the khatiks and the sweepers; not only their touch but also their shadow is considered to be polluting. Sweepers are engaged in towns mainly in scavenging work and in villages in grass cutting, pig rearing and bird catching. They are most backward educationally and social reform has not made much headway amongst them.

To a lesser extent chamars and rehgars are also untouchables. The chamars are held to be untouchables by some of the higher castes, while sweepers are held to be untouchables by chamars. The chamars and rehgars are engaged in leather work and textile labour in the urban area; those engaged in textile work are generally better off than those engaged in leather work, but both classes are showing signs of progress. In the rural areas chamars are engaged in agricultural labour, fuel gathering and doing odd jobs in villages. Khatiks are engaged in leather work and in pig rearing. Progress among them is very slow.

52. Statistics of untouchables.—No separate figures are available in the census returns to show the number of untouchables. The following table shows the number of persons belonging to three of the castes which have been mentioned by us as untouchables, while rehgars are not separately classified in the census returns.

Caste.	Male.	Female.	Total.
Chamar	26,065	19,437	45,502
Chuhra (sweepers)	8,161	6,255	14,416
Khatik	2,030	1,601	3,631
TOTAL .	36,256	27,293	63,549

We were unable to ascertain the number of pupils of these classes reading in schools.

53. Prejudice against and backwardness of untouchables.—Social custom from time immemorial has imposed upon these classes many restrictions which have gradually killed all initiative and desire for culture or uplift among them. Some witnesses stated that the unsympathetic treatment often meted out to

their children by some teachers and classmates had contributed in no small measure to their aversion to education, that gambling, drink and extravagant expenditure on marriages, funerals, etc., and their consequent indebtedness had further drained their slender resources and left little or no margin for educating their children, and that depression in certain trades and professions in which they were formerly employed had also affected their economic condition adversely. This depression was said to be particularly severe in the case of the chamars (leather workers) in the city of Delhi, who were finding it extremely hard to earn a bare living by making country shoes. In spite of all these handicaps parents were said to be willing to send their children to school to an increasing extent and that the children themselves were keen to read. Witnesses stated that there was some opposition from the orthodox community to the admission into schools of children of the untouchables and other backward classes and that while the prejudice was fast disappearing among the enlightened section of the population it was still strong amongst the middle classes and stronger still among the masses. Evidence showed that even in schools located in the areas in which these classes lived opposition came not so much from the pupils as from the teachers. Further, while there did not appear to be any prejudice in the mission schools shown by other classes of children towards christian girls of these classes, prejudice in ordinary girls' schools was said to be strong, especially against sweeper children.

Prejudice against each other—one untouchable class against another untouchable class—also existed and was to a considerable extent responsible for the lack of education among them. The chamars, for example, were held to be untouchable by some of the higher classes, while the chamars in turn held the sweeper classes to be untouchable by them, so that any question of the location of schools in an area peopled by untouchables is fraught with difficulty on account of the possibility of one class of these untouchables refusing to be educated side by side or to mix with another class of untouchables.

54. Existing provision for education of untouchables.—There are no Government schools specially provided for untouchables and other backward classes. Such primary schools as exist mainly for their children are under the control of local bodies, Missionary societies or private associations. The Municipality has schools mainly attended by untouchables and other backward classes in five areas, namely, Basti Rehgar, Karol Bagh, Mori Gate, Delhi Gate and Ajmer Gate. The S. P. G. Baptist and Methodist Missions have schools for these classes or for children of converts drawn from these classes. The schools of the All-India Dalitudhar Association are located, so far as the urban area is concerned, at Subzimandi, Pahari Dhiraj, Paharganj and Karol Bagh and, so far as the rural area is concerned, at Shahdara, Samipore and Khera, near Najafgarh. These schools are commonly described as low caste schools and are located in the areas where the majority of the population belonging to the untouchables and other backward classes

lives. There is no ban against the admission of children of other communities to these schools but, in actual practice, very few children of higher castes attend these schools. In the ordinary schools maintained by local bodies and private associations there is no express bar against children of the untouchable and other backward classes attending them, but owing to prejudice against them on the part of teachers and their classmates and their general sense of inferiority not many such children attend the ordinary schools. A school under private management for girls of the untouchable and other backward classes has been opened in connection with the Shri Siksha Pracharani Sabha at Daryaganj and there is a residential school for girls at Jungpura maintained by the S. P. G. Mission.

Against the sweepers there is strong prejudice not only amongst the higher classes but also on the part of other untouchables. In a few cases sweepers have attended, in very restricted numbers, the ordinary municipal schools, especially where individual members of this class have sought admission. In girls' schools no sweeper girls have so far secured admission.

55. Expansion of education among untouchables.— Evidence showed that there was need for much wider educational facilities for children of these classes. It was admitted that there was a demand for education from the backward classes, including the sweepers, but witnesses were not agreed upon the means by which education amongst these classes could be advanced. Some suggested special schools on the ground that although these schools would be looked down upon by the higher castes and would foster the inferiority complex among the untouchables, and although it would be difficult to open special schools in every place where untouchables lived, yet the inner atmosphere of such schools would be congenial to these low caste pupils who would not be left as at present to the chance of being or not being admitted to the ordinary schools. In order to meet the difficulty of having separate schools in every place where untouchables lived and to remove them from the influence of their own homes and at the same time to give them moral education in addition to literacy instruction it was suggested that there should be a central residential institution where pupils of these classes could live as boarders. Other witnesses would have special schools for sweeper children alone because prejudice against them was still very strong and could not be ignored or overlooked. But for other classes they thought that their needs would be met by having schools in the areas where these classes mainly live. It was suggested that separate rooms might be reserved for them in the ordinary schools, and that their education should be such as would raise their self-esteem. It was put forward that reservation of posts in the public services for members of these classes would stimulate education amongst them. Special schools, if established for sweepers, would, it was thought, be required temporarily only, say for ten years, by which time it was expected that prejudice would be distinctly weakened. It was also suggested to us that the right of

sweeper boys to admission to ordinary schools should be fully recognised and that head teachers and peons should be given a special allowance for every sweeper boy admitted to school and the supervising staff and school attendance officers should see by surprise visits to schools that the boys were not being treated in a humiliating way, all cases of default being severely dealt with.

It was put forward that girls should have separate schools in the areas where they live or special schools as justice could not be done to them in the ordinary schools, and that their education should be made more practical. The sweeper child, it was stated, carried contagion of certain diseases on his body and thus may transmit infection. Further, the sweeper child may remain immune to certain diseases on account of small doses of germs which he naturally takes and acts as a " carrier ". The sweeper child was not so clean in his habits and lastly, although many people considered that sweeper children should be taught in the ordinary schools, these very people would object to their children being taught in the same school along with sweeper children. On all these grounds it was recommended that sweeper children should have separate schools and it was averred that washing the children before school began would not meet all the objections stated.

Finally, it was stated that expansion was possible by private effort through night schools provided sufficient grants were given. The S. P. G. Mission used to have some such schools but they were closed as the pupils were provided in other existing schools.

We have considered these suggestions and, while we are of opinion that no adverse discrimination should be made against any class of the community, we could not ignore the prevalent opinion that throughout practically the whole area the admission of children of the sweeper class into schools is not looked on with favour by pupils, parents or teachers. There are, of course, exceptions, but in the main the proposition just stated is almost universally true throughout the Delhi administration. We consider that the best way of meeting this difficulty is to locate schools in areas which are peopled largely by the untouchables. These schools should not, however, be specially earmarked for them, they should be open to all classes of the community and they should not be named depressed class or low caste schools as we saw one of the schools under the Municipality named. They should be treated in every way on exactly the same footing as other schools under public control are treated. Other recommendations are found in the following paragraphs.

It is anticipated that as time goes on some of the backward classes, who are considered untouchable by only a part of the community, for example, the chamars, will obtain in greater and greater numbers admission into the ordinary schools, but it is feared that other backward classes such as the sweepers and khatiks, who are the true untouchables, will not in the near future obtain such admission. When, therefore, schools are instituted in areas peopled by the untouchable classes special precautions will have to be taken to ensure that the real untouchables, namely the sweeper and the

khatik, have free admission into those schools and are not swamped by pupils from the less untouchable classes, like the chamars, who gain admission.

56. Propaganda for expansion of education among untouchables.—While parents were willing in many cases to send their children to school and the children were willing to come, it was stated that prejudice was strong and could only be removed by propaganda work. For this purpose it was suggested that headmen of various backward classes should be associated with managements of schools for necessary propaganda work. Another suggestion was that in the Industrial School a whole-time male educational officer should be appointed to do propaganda work amongst these classes, to supervise their work and to encourage education amongst them, especially girls. He would be a man held in esteem by the public, but would be paid by Government.

While we are not unanimous that propaganda work should take place, a majority are in favour of propaganda work for a few years. We recognise that ultimately, when compulsion has been in force for some years, every child will receive the benefit of education, but the reason for recommending that propaganda work should be carried out now is that the majority of the pupils who do not attend schools are the very ones who are most backward, and that it is amongst them that there will be the greatest opposition to their acquiescence in compulsion.

57. Supervision of education of untouchables.—Witnesses stated that in the interests of the education of the untouchables and other backward classes it was necessary to appoint a special supervisor or adviser for their education. Such an officer would be selected from the classes themselves and would be attached to the Municipality or District Board. His duties would be to take a survey of the numbers, the areas in which they live, the possibility of starting schools in different areas, the money that would be required and the sources from which teachers could be obtained. We see no great need for such a special officer.

58. Grants-in-aid and reservation of seats in ordinary schools for untouchables.—The majority of witnesses would reserve a certain number of seats for boys of the untouchable and other backward classes in the ordinary schools, though some have pointed out that such reservation is impracticable on account of likely fraud and further would not result in any tangible or palpable advantage, while it would merely draw attention to their origin. Some witnesses recommended the award of a higher grant to a school to make provision for a better class of teacher. Others recommended the payment from public funds of the total expenditure incurred by privately managed schools intended for and attended by these classes. As sweepers are the most backward it was suggested that the percentage of grant paid to a school might be raised according to the percentage of sweeper boys in the school. Special stipends were also recommended, particularly for sweeper boys.

We are of opinion that schools which refuse to admit pupils of the untouchable classes, except on grounds of lack of accommodation, should not receive any grant from public revenues. We have found ourselves unable to accept the suggestion that special grants-in-aid should be given to schools which admit a large number of the untouchable classes, one of the main objections being the difficulty of maintaining an accurate school record of the attendance and progress of the children of these classes.

59. Management of schools for untouchables.—Witnesses considered that public management was better than private management for schools for untouchables provided that teachers were specially chosen, though in the city private management well assisted by municipal grant would be very successful. Since we do not advocate the opening of special schools for untouchables, we make no recommendation on this point.

60. Teachers for untouchables.—The general opinion was that the teaching staff maintained in ordinary schools should be drawn from among those who mix freely with the untouchables and were sympathetic towards them. It was further thought that it would be an advantage to obtain an undertaking from every teacher before his admission into a training school that he would be prepared to teach pupils of every class of the community, including untouchables. If the undertaking was subsequently not carried out the teacher should be liable to have his certificate cancelled. It was mentioned that in New Delhi the difficulty of teaching untouchables had been overcome in one school by employing a teacher on the distinct understanding that he would have to teach children of these classes. Witnesses did not anticipate that such a requirement would reduce appreciably applications for admission to the training school.

Witnesses opined that teachers selected from their own communities would be best and that until a sufficient supply was available teachers from other communities who work among the untouchables should be employed with due regard to their education and qualifications. It was also mentioned that if children of the untouchable and other backward classes were taught mainly by teachers from their own classes there was very little possibility of their rapid uplift.

Witnesses were in favour of the grant of stipends and the reservation of places in the training schools for *bonâ fide* men and women teachers from these classes. Some would reserve them on a population basis, others would fix a definite number or percentage. Against this the argument was put forward that if places are reserved and stipends given it would merely serve to draw attention to the origin of the teachers.

We agree that it is not easy to obtain suitable teachers for the untouchables or other backward classes. It is desirable that teachers of these classes should be as far as possible recruited either from among themselves, or from among those communities or sections of

the community which do not look down upon untouchables but who have sympathy with them. In the appointment of teachers to these schools managing bodies should bear these observations in mind, and when a large body, such as a municipality, sets out to maintain schools attended largely by these people it will no doubt take steps to ensure that some of the teachers to be employed are recruited from the community themselves. We are also of opinion that no teacher should be employed in any school which receives aid from public funds unless he agrees to teach pupils of all classes, including untouchables.

61. Curriculum and industrial training.—In respect of boys, some witnesses recommended that industrial and vocational training should be introduced in schools for the untouchable and other backward classes, different arts and crafts being taught in separate schools, care being taken to ensure that children do not lose touch with their surroundings. They considered that the courses could be made more utilitarian by the teaching of handwork, such as paper making, cardboard modelling, cane work, sewing and cloth stamping. For girls cottage industries and domestic science were suggested. It was recognised that industrial and vocational training could be imparted only from the fourth class and some witnesses expressed a doubt whether in the one year left for primary schooling anything could be taught which would be of economic value to the child when it left school.

We have already dealt with the curriculum suitable for boys and girls of tender age, and the remarks made there apply equally to children of the untouchables.

A large volume of evidence favoured the reservation for scholars from the untouchable and other backward classes of seats in the Industrial School on a percentage basis of population. It was stated that the Municipality would be quite prepared to provide from its own funds either free books or a liberal number of stipends in the Government Industrial School. We were also informed that the Delhi Municipality had under consideration a programme for introducing practical training in schools attended by these classes but that no action had been taken yet.

We have already stated that where a limited number of institutions exist special consideration should be given to admission of candidates from communities not adequately represented. This general remark applies with special force to the untouchables in Delhi.

62. School finance.—Schools maintained by local bodies are financed from the funds of these local bodies, a portion of their expenditure being subsequently reimbursed to them by Government. The rules under which these subsidies are given are discussed in a later paragraph (*vide* paragraph 63).

Privately managed schools are financed by grants-in-aid, and by endowments, donations and subscriptions from the public. Some of them receive a little in shape of fees. Schools in the Delhi Pro-

vince, offering instruction of the primary stage only and which are under private management and are aided, are classed under the category of elementary schools and not primary schools, and grants to them are made under section C of Chapter III of the Punjab Education Code. Other schools under private management, where primary education is given, are primary departments attached to middle or high schools and these latter schools are aided under section B of Chapter III of the Punjab Education Code.

A primary school, as defined in the Punjab Education Code, is a school in which the course of study conforms to standards approved by the Education Department and which is inspected by the Department, while an elementary school is a school maintained by a private body or individual which follows an approved course of study of approximately the primary standard. The system of awarding grants under section B differs from the system of awarding grants under section C, and it is understood that the grants awarded under section C are on the whole more favourable to schools than are the grants awarded under section B. For elementary schools the system works out to a little more than three-quarters of the entire approved expenditure *minus* income from fees, while for schools other than elementary the general rule is that the total grant awarded under the heads " Block " and " Staff " including all aid from public revenues towards the expenditure on tuition shall not exceed three-quarters of the expenditure on tuition *minus* income from fees calculated according to a scale fixed by Government.

The grants-in-aid rules are contained in Chapter III of the Punjab Education Code. Section B of this Chapter sets forth a system for the award of grants to the primary departments of middle and high schools under which (*a*) block grants for attendance, instruction, etc., (*b*) staff grants, (*c*) provident fund grants, (*d*) boarding house grants, and (*e*) special grants are given. The main portion of the grant is earned under block grants and staff grants. The rate of block grant is Rs. 3 per pupil in average attendance in classes I and II, and Rs. 5 per pupil in average attendance in classes III and IV, while staff grants are admissible at the rate of one-third of the salary paid on account of teachers holding certificates awarded by the Department. The total grant awarded to a school, however, under the heads of block and staff grants, including all aid from public revenues, shall not exceed three-quarters of the excess of approved expenditure on tuition over the income from tuition fees, calculated according to the scale fixed by Government.

Grants to elemementary schools given under section C of Chapter III of the Code are of the following kinds:—

(*a*) grants for attendance and instruction;

(*b*) staff grants; and

(*c*) grants for buildings, furniture and equipment.

The recurring grants, it will be observed, are for attendance and instruction and for staff. The attendance grant is Rs. 3 in the case of boys and Rs. 5 for girls per pupil in average attendance. The

grant varies from 75 to 100 per cent. of the assessed grant according to the Inspector's report on the condition of the school and an additional grant of one rupee may be awarded on account of each pupil receiving training in an approved industrial subject. Staff grants are paid for men trained teachers at half of thieir salary up to a maximum of an approved scale and for untrained but certificated or approved teachers at Rs. 5 or Rs. 4 per mensem. Higher rates than the above are paid for women untrained teachers, but the same for trained women teachers.

In the compulsory area of the Delhi Municipality the grants to private primary schools and departments are assessed under the Code rules, but in order to cover the income from fees which the schools have lost on account of the introduction of compulsion the Municipality has allowed these schools an increase of 50 per cent. over the assessed grant on the ordinary calculations for "block" and "staff" grants.

There was an almost general complaint that the grant-in-aid rules at present in force were not sufficiently liberal. It was stated that private managers of schools had found it difficult to carry on their work, with a result that some of them in Delhi city had been obliged to hand over their schools to the Municipality, and further that private societies were much handicapped by lack of funds, and since no special relief was obtainable either from local bodies or from Government, schools under their control suffered in equipment, while difficulty was experienced in paying their teachers promptly. The following suggestions were put forward:—

(1) Rates of grants in elementary schools and in primary departments of higher schools are different. In the former the rate is Rs. 3 per boy pupil in all classes and in the latter Rs. 3 for classes I and II and Rs. 5 for classes III and IV. The higher scale (Rs. 5) should be given in classes III and IV of elementary schools.

(2) In elementary schools no limit is set to the maximum grant admissible, but there is a three-quarter total cost limit in primary departments of high schools. If an increase is given as suggested in (1), no maximum limit should be fixed although the full grant should be given only when a school is reported to be good in instruction, discipline and tone. A school reported to be fairly satisfactory should only get 80 per cent. and a school reported to be satisfactory 90 per cent. of the full grant.

(3) In the case of industrial schools and schools for children of the very poor and untouchable and other backward classes, the "block" grant should be slightly raised and some aid for medicine, soap, towels and books for children should be given in very special cases where the work is good.

(4) In addition to grants admissible under the present rules and practice in Delhi, the Municipality should provide suitable buildings for all schools or it should pay rent for buildings hired by private agencies.

After considering these suggestions we recommend that in primary schools or in primary departments of middle or high schools under private management (1) a staff grant be paid equal to two-thirds of the salary actually paid to the teacher; (2) a capitation grant based on the average attendance at the school be paid equal to Rs. 3 per pupil throughout each of the classes of the primary school or primary department of a middle or secondary school; (3) one-half of the rent paid be given, subject to approval of the amount of rent paid; (4) one-half of the cost of equipment purchased with departmental approval be paid; (5) that the amount assessed for the staff grant may be reduced to any percentage between 100 and 75, according as the school is in a good, very fair and fair state of efficiency; (6) that the total grant awarded on staff, capitation and rent should not exceed three-quarters of the excess of expenditure over income from fees, calculated according to the scale fixed by Government.

In making these recommendations we have laid greater stress upon the teacher's salary than on the number of pupils attending the school because a teacher is necessary whether only 10 pupils attend or whether 40 pupils attend a class. We have been informed that the salary of a teacher in a privately managed school usually includes allowances, such as house-rent allowance, children's allowance, and so on, so that a maximum rate of salary will have to be fixed dependent upon local conditions, upon which the grant will be payable for each grade of teacher employed. A further reason for attaching greater importance to the teacher's salary than to a capitation grant is that if great weight is attached to a capitation grant based on average attendance inaccuracies are likely to arise in the registers. In the case of rented buildings no rent grant is given at the present time and, while we consider that buildings wholly the property of the school and designed for school purposes are preferable to rented buildings, we deem it essential that so long as rents are paid by schools held in rented buildings the entire burden of paying that rent should not be thrown on the manager's funds.

Regarding grants for capital purposes, if a building is erected for school purposes or not being so erected it is subsequently designed so as to be entirely suitable for school purposes, one-half the cost of the building should be given as a grant.

Witnesses stated that considerable delay occurred in the payment by local bodies of grants-in-aid to managers of primary schools. This sometimes resulted in the temporary suspension of salaries of school teachers who suffered a great deal of inconvenience thereby. We are of opinion that some rules should be laid down for the prompt payment of grants-in-aid by local bodies after they have been sanctioned by the proper authority and that, if it cannot be ensured that the grants are paid promptly, the possibility of direct payment by the Government treasury on the authority of a gazetted officer of the Educational Department should be considered. Grants-in-aid to primary and elementary schools are paid by local bodies

who act in this capacity only as disbursing agents of Government, since they are reimbursed in full for their expenditure on grants-in-aid paid by them to all primary and elementary schools under private management and there seems little reason for placing upon a local body a duty of paying out funds which might more expeditiously be carried out by direct Government agency.

63. Educational finance of local bodies.—As stated in paragraph 62, local bodies finance their own schools and give grants to primary schools under private management and are subsidised by Government up to the full amount paid by them to private schools according to the rules laid down in the Education Code. The rules regulating the award of grants-in-aid to local bodies are given in paragraph 38 of the Quinquennial Report on Education under the Delhi Province for the period ending 31st March 1927. A copy of this paragraph will be found in Appendix G to this Report. The District Board receives a subsidy from Government of 75 per cent. and the Municipality, the New Delhi Capital Committee and the Notified Area Committee of 66 per cent. of their net expenditure on education. The Delhi Municipality grant is determined by certain items of expenditure on education, subject to a maximum of Rs. 8 per scholar in average attendance in primary schools. Statements are appended showing the income of the different local bodies, their expenditure on education, including primary education, and on non-educational objects during the last three years.

Income and Expenditure of the Municipal Committee, Delhi.

Year.	Total income.	Expenditure on Education.				Expenditure on Primary Education.			
		On Boys' schools.	On Girls' schools.	Total.	Per cent. of total income.	On Boys' schools.	On Girls' schools.	Total.	Per cent. of total income.
	Rs.	Rs.	Rs.	Rs.	%	Rs.	Rs.	Rs.	%
1926-27 . .	25,58,726	1,83,673	47,898	2,31,571	9·1	1,13,380	47,898	1,61,278	6·3
1927-28 . . .	26,02,874	2,29,419	60,588	2,90,007	11·1	1,64,863	60,588	2,25,451	8·7
1928-29 . . .	24,01,346	2,52,637	91,244	3,43,881	14·3	1,81,203	91,244	2,72,447	11·3

Income and Expenditure of the New Delhi Municipal Committee, New Delhi.

1926-27 . . .	1,13,446	18,811	6,326	25,137	22·2	6,107	6,326	12,433	11·0
1927-28 . . .	1,63,644	21,436	6,925	28,361	17·3	6,640	6,925	13,565	8·3
1928-29 . . .	1,98,848	23,990	8,808	32,798	16·5	7,873	8,808	16,681	8·4

Income and Expenditure of the District Board, Delhi.

Year.	Total income	Expenditure on Education.				Expenditure on Primary Education.			
		On Boys' schools.	On Girls' schools.	Total.	Per cent. of total income.	On Boys' school.	On Girls' schools.	Total.	Per cent. of total income.
	Rs.	Rs.	Rs.	Rs	%	Rs.	Rs.	Rs.	%
1926-27 . .	2,03,047	*	*	1,16,335	57·6	*	*	57,036	28·2
1927-28 . .	2,83,578	*	*	1,46,308	51·6	*	*	62,754	22·1
1928-29 . .	2,20,299	*	*	1,69,552	77·0	*	*	69,137	31·4
Income and Expenditure of the Notified Area Committee, Delhi.									
1926-27 . .	5,32,264	12,112	16,991	29,103	5·5	...	3,277	3,277	0·6
1927-28 . .	5,34,502	14,674	16,329	31,003	5·8	...	3,139	3,139	0·6
1928-29 . .	5,37,370	21,079	14,870	35,949	6 7	...	3,729	3,729	0·7
Income and Expenditure of the New Cantonment Committee, Delhi.									
1926-27 . .	1,14,710	2,500	...	2,500	2·2	...	...	...	...
1927-28 . .	1,20,365	2,500	...	2,500	2·1	...	...	...	...
1928-29 . .	67,896	2,500	...	2,500	3·7	...	...	...	...

*figures not available.

From these statements it will be seen that the Delhi Municipality is now spending 11 per cent. of its income on primary education and 3 per cent. on other branches of education. The New Delhi Municipality spends 8 per cent. of its income on each branch of education—primary and other branches—the District Board 31 per cent. on primary and 46 per cent. on other branches, while the Notified Area Committee spends less than 1 per cent. on primary education and about 6 per cent. on other branches of education. The New Cantonment Authority spends about 4 per cent. on other branches of education and nothing at all on primary education. The witnesses of the Delhi Municipality who appeared before us stated that the only possible way for increasing expenditure on education would be to reduce expenditure on other non-educational objects. One witness suggested that this could easily be done as there is scope for economy if present wasteful methods are checked or, alternatively, an education cess could be levied on an income-tax basis on all residents of Delhi city except sweepers in municipal employ. The district board expenditure on education it was stated cannot be increased either by reducing expenditure on non-educational objects or by extra taxation.

There is no doubt that, if education is to expand at a reasonable rate, additional funds will be required. These we consider should be met partly from Central Revenues and partly from local taxation.

Regarding the recurring grants that have to be paid to local bodies in the Delhi administration for the expansion of primary education, we are agreed that the present arrangement between Government and the Delhi Municipality, by means of which Government gives an amount equal to approximately two-thirds of the total expenditure on education, subject to a maximum of Rs. 8 per child per annum, should continue; that the grants to the Notified Area Committee and the New Delhi Municipal Committee should be increased to some figure higher than 66 per cent. and that grants to the District Board should be increased to the maximum permissible under the principles which the Government of India may frame for giving grants: the District Board is very poor indeed while the Delhi Municipality is richer than either the New Delhi Municipal Committee or the Notified Area Committee.

In respect of capital expenditure on school buildings we recommend that Government should pay the District Board about 90 per cent. of the cost of their buildings and that, until building operations in New Delhi are completed, Government should pay the full cost of the provision of schools, both for that area and for the Notified Area. But that as far as the Delhi Municipality is concerned Government should pay only one half of the cost of the buildings to be erected by the Municipality, facilities being given to the Municipality to borrow from Government on easy terms the other 50 per cent. of the cost of buildings, repaying it back with interest spread over a period of about 20 years.

Provision exists in the Punjab Primary Education Act, which is applicable to Delhi, for a local body to levy an educational cess, but such a cess has not actually been levied in any area under the Delhi administration, although the need for additional funds is evident and although it is also evident that the people of Delhi Municipality are economically in a position to pay a small cess for education. We recommend that Government should take to itself the power of levying an educational cess or of directing a local body to levy that cess when statutory power has been given to the local body to levy a cess and that power has not been utilised, the enforcement of the cess by Government coming into effect after a sufficiency of time has been given to a local body to levy it of its own accord.

64. Average attendance.—In order to compare the figures of percentage attendance in schools in Delhi with the corresponding figures for the adjoining provinces of the Punjab and the United Provinces we have had the following statistics prepared:—

I.—*Table comparing the percentages of boys at the primary stage to the male population of school going age in the United Provinces, the Punjab and Delhi, 1927-28.*

Province.	Male population.	Boys of school-going age.	Boys in primary stage.	Percentage of boys in primary stage to boys of school-going age.
United Provinces . .	23,787,745	3,330,284*	1,078,600	32·4
Punjab	11,306,265	1,582,877*	761,132	48·1
Delhi	281,633	30,980†	17,098	55·2
			20,247‡	65·4‡

* Reckoned at 14·0 % of the male population.
† Reckoned at 11·0 % of the male population.
‡ This figure is for 1928-29.

II.—*Table comparing average attendance in primary schools in the United Provinces, the Punjab and Delhi.*

Province.		1912-13.			1926-27.			1927-28.		
		Number on rolls on 31st March.	Average daily attendance.	Percentage attendance.	Number on rolls on 31st March.	Average daily attendance.	Percentage attendance.	Number on rolls on 31st March.	Average daily attendance.	Percentage attendance.
United Provinces.	In Boys' Schools.	547,534	402,994	73·6	1,038,452	775,041	74·6	1,099,328	832,260	75·7
	In Girls' Schools.	32,960	23,216	70·4	54,513	39,716	72·9	57,478	41,648	72·5
Punjab	In Boys' Schools.	197,663	157,715	79·8	393,178	304,920	77·6	389,520	311,336	79·9
	In Girls' Schools.	31,685	24,037	75·9	61,480	49,114	79·9	68,529	55,332	80·7
Delhi	In Boys' Schools.	3,907	3,102	79·4	8,940	7,346	82·2	12,928 15,269*	10,716 13,762*	82·9 90·1
	In Girls' Schools.	461	279	60·5	2,313	1,816	78·5	3,044 4,070*	2,215 3,221*	72·8 79·1

* Figures for 1928-29.

N.B.—The enrolment in boys' schools includes some girls and *vice versâ* in the United Provinces and the Punjab.

The first of the above tables shows that a greater percentage of boys of school age are attending schools in the Delhi Province than in either the Punjab or the United Provinces. The majority of the inhabitants of the Delhi Province live either in the city proper or in its suburbs where there are greater facilities for education than in rural tracts and over a large part of which compulsion is in force.

Table II exhibits the percentages of average daily attendance in primary schools to total enrolment on the 31st March. The figures for attendance in boys' primary schools in the Delhi Province, though better than the corresponding figures for the Punjab or the United Provinces, have not shown any remarkable improvement between 1912-13 and 1927-28, but between 1927-28 and 1928-29 the percentage attendance suddenly rose from 82·9 to 90·1 per cent. It may be argued that this increase is due to the urban nature of the province but this view is met by the fact that the province has not changed its essentially urban nature for generations. Another possible reason is the increased interest of parents in education and the development of the habit of going to school. There is little doubt that in the Delhi Province both parents and boys are beginning to take an increasing interest in education and that parents are encouraging their children to attend schools regularly. A further and most important factor to account for the increased attendance is the introduction of compulsion over a large part of the area. Although at first sight it may be difficult to see any connection between increased enrolment due to compulsion and better attendance, closer consideration brings to light that compulsion, interpreted as it must be in its earlier stages as persuasion and involving as it ought to involve the provision of many more schools located in and serving a larger number of small areas and some larger, well equipped, well staffed and well accommodated schools, must have its effect on improving attendance. If a school is situated quite close to a boy's home he can even in bad or very hot weather attend school. If a school is attractive, the child naturally likes it and tries to attend as regularly as possible.

The percentage attendance in girls' primary schools in the Delhi Province rose from 60·5 per cent. in 1912-13 to 78·5 per cent. in 1926-27 and to 79·1 per cent. in 1928-29. It is evident that this is the result of the many public and private influences which are now at work, tending to awaken an interest on the part of parents in the education of their girls, together with the provision of more schools and easier facilities for girls to attend school.

PART II.—AJMER-MERWARA.

1. Area, population and language.—The province of Ajmer-Merwara as now constituted covers an area of 2,711 square miles and has a population, according to the census of 1921, of 495,271. This consists of 382,764 Hindus (including one Buddhist and 18,422 Jains), 101,776 Muhammadans, 3,343 Indian Christians, 2,188 Europeans and Anglo-Indians and 5,200 belonging to other communities. The Census Report states, however, "that the Musalman castes and Sheiks above all show a large increase and this is attributable to the Urs fair". The number of pilgrims are shown as 14,148 and if this figure is taken out the permanent population of Ajmer-Merwara becomes 481,123. The chief languages spoken are according to Grierson, Hindi, Ajmeri, Merwari, Urdu and Marwari.

2. Civil administration and local bodies.—A Chief Commissioner serving directly under the Government of India who is also Agent to the Governor-General in Rajputana administers the province. There are six local bodies, namely, the Ajmer District Board, the Municipal Committees of Ajmer, Beawar, Kekri and Deoli and the Cantonment Board, Nasirabad. The province, like Delhi, has no Legislative Council and its educational policy is open to discussion in the Central Legislature.

3. Constitution of local bodies.—The constitution of the local bodies mentioned in the preceding paragraph is as follows:—

Ajmer District Board.—This board consists of 43 members, of whom 16 are elected, 9 nominated and 18 *ex-officio*. The *ex-officio* members are the commissioner, as chairman, the general manager, court of wards, representing minor estates and 16 tazimi istamrardars. There are 35 Hindus, 3 Muhammadans and 5 Europeans or Anglo-Indians on the board.

Municipal Committee, Ajmer.—This committee consists of 26 members in all (including the chairman), of whom 18 are elected, three are nominated and five are *ex-officio* (expert advisers). There are nine Hindus, six Muhammadans and ten Anglo-Indians, Europeans or Indian Christians, while one seat is vacant.

Municipal Committee, Beawar.—This committee consists of 20 members, of whom 15 are elected and five are nominated. There are 13 Hindus, 5 Muhammadans and 2 Christian members.

Municipal Committee, Kekri.—This committee consists of 11 members, of whom ten are nominated and one *ex-officio* (an expert adviser). There are eight Hindus, one Muhammadan and one Christian and one seat is at present vacant.

Municipal Committee, Doli.—This committee consists of five members, of whom four are nominated and one is *ex-officio*. There are two Hindus, two Muhammadans and one European.

Nasirabad Cantonment Board.—This board consists of nine members, of whom five are elected, three are nominated and one is *ex-officio*. There are four Hindus, two Muhammadans, one Parsi and two Europeans.

4. Functions of local bodies in regard to education.—Under section 44 of the Ajmer-Merwara Municipalities Regulation, 1925 (Regulation No. VI of 1925), it is the duty of every municipal committee to make reasonable provision within the municipality for establishing and maintaining primary schools. Under section 45 a municipal committee may make provision within the municipality for furthering educational objects by measures other than the establishment and maintenance of primary schools. Under section 67 every municipal committee is required to set apart and apply out of the municipal fund such sums of money as may be required, firstly, for meeting its liabilities or obligations arising from trusts legally imposed upon or accepted by the committee; secondly, for the payment of any amounts falling due on any loan; thirdly, to meet the charges of municipal establishment, including certain subscriptions and contributions and, fourthly, to pay the expenses of pauper lunatics sent to public asylums or mental hospitals, expenses incurred in auditing the accounts of the committee and such portion of the cost of any public expenditure by the Governor-General in Council or Chief Commissioner as may be held by the latter payable by the committee in return for services rendered to it. After these charges have been paid the municipal fund is declared to be applicable to the payment of expenses incurred for the purposes of any object which is to be or may be undertaken by the committee under sections 44 and 45, which include the provision of primary schools and the furthering of educational objects by measures other than the establishment and maintenance of primary schools.

So far as the Cantonment Board at Nasirabad is concerned section 116 of the Cantonments Act (Act No. II of 1924) lays down that it shall be the duty of every cantonment authority so far as the funds at its disposal permit to make reasonable provision within the cantonment for establishing and maintaining primary schools, while section 117 of the Act prescribes that the cantonment authority may within the cantonment make provision for furthering educational objects by measures other than the establishment and maintenance of primary schools.

Under section 12 of the Ajmer Rural Board Regulation, 1886 (Regulation No. VI of 1886), among other matters which have been placed under the control and administration of the District Board within the area subject to its authority are the establishment, management, maintenance and visiting of schools and the construction and repair of all buildings connected with these institutions. Under section 17 of the same Regulation, subject to the payment of certain other charges which have been given priority, the district fund is made applicable to the payment, in whole or in part, of the charges and expenses incidental to the

matters specified in section 12, among which as already stated is the provision of schools.

It is observed that the maintenance of primary schools is one of the duties imposed upon every local authority and that the cost of their maintenance forms a charge—though not a first charge—upon all local funds.

Compulsory education is not in force in any part of the province and the actual position of primary education in so far as the local bodies are concerned is as follows. The Ajmer-Merwara District Board has no schools of its own. It however pays the salaries of 38 teachers working in Government primary schools in the districts, it provides school houses and it pays the salary and travelling allowance of the Deputy Inspector's chaprassi. Beawar Municipality is doing a little towards primary education; it maintains three primary schools and one primary section of a secondary school (all for boys and none for girls). The Ajmer Municipality was made responsible for primary education only two years ago, but it does very little; it maintains only two primary schools for boys and one for girls. No other local body maintains any school for primary education, but correspondence between the educational authorities and the Nasirabad Cantonment Board and the Kekri Municipality with a view to fixing the responsibility for primary education on these local bodies is in progress.

5. Government educational administration.—Till 1920 the Commissioner, Ajmer-Merwara, was *ex-officio* Director of Public Instruction while the Principal, Government College, Ajmer, carried out the duties of Inspector of Schools in addition to those of Principal. In 1921 a separate post was created on the Punjab cadre of the Indian Educational Service for the head of the educational administration in Delhi and Ajmer-Merwara combined, the officer being styled Superintendent of Education, Delhi and Ajmer-Merwara. The post was held by Mr. L. T. Watkins till 1923 when he vacated it on retirement, and as a measure of post-war economy the duties of the post were entrusted to the Educational Commissioner with the Government of India who now holds collateral charge of the duties of Superintendent of Education for Ajmer-Merwara (*cum* Delhi). In the educational administration of the province he is assisted by six officers, namely:—

(1) *The Assistant Superintendent of Education* (whole-time officer).—He is the principal adviser of the Superintendent of Education in matters connected with education and inspects all schools in the province except European schools.

(2) and (3). *Two Deputy Inspectors of Schools* (whole-time).—These officers assist the Assistant Superintendent of Education in the inspection of primary schools.

(4) *Principal, Government College* (part-time).—This officer is in charge of European education in the province and is styled

the Superintendent of European Education. He performs these duties in addition to his duties as Principal.

(5) *Assistant Superintendent of Girls' Education, Delhi and Ajmer-Merwara* (part-time).—This post is held by a lady who devotes part of her time to visiting Ajmer-Merwara and its schools and to advising on its educational policy for girls, but her main duties are under the Delhi Administration as Assistant Superintendent of Girls' Education, Delhi, and her headquarters are at Delhi.

(6) *Assistant Inspectress of Schools* (whole-time).—This officer is responsible for the inspection of schools for girls in the province. She is also headmistress of the Government girls' school in Ajmer.

These inadequate and unsatisfactory arrangements will be discussed a little further down (*vide* para. 12).

6. Relation of agency for educational administration with the agency for general administration, Government and Public.—The majority of boys' schools are under direct Government management. Private management (Christian and other missionary and private bodies) comes next and only a small percentage are managed by local bodies. Most of the girls' schools are under private management, a little over a quarter are under direct Government management while only one school is under municipal management. The Government schools are controlled by the Superintendent of Education through the Government inspecting staff. Privately managed schools are, as in Delhi, subject to Government control exercised through a system of "recognition" and grants-in-aid. Municipal schools are under municipal management exercised through the municipal sub-committees on education. The inspection of all schools is carried out by the Government inspecting staff.

7. Statistics.—The following statistics which have a bearing on educational administration in Ajmer-Merwara have been collected in this paragraph for ready reference, their reliability is governed by the remarks of the Census Report referred to in paragraph 1 *supra*.

I.—*Total population (1921), 495,271.*

Total male population	269,566
Urban male population	95,755
Rural male population	173,811
Total female population	225,705
Urban female population	68,942
Rural female population	156,763
Population of school-going age:—	
Urban—	
Boys	12,639
Girls	9,514
Rural—	
Boys	22,943
Girls	21,633
Total—	
Boys	35,582
Girls	31,147

The population of school-going age has been taken at 13·2 per cent. of the total population for males and 13·8 per cent. of the total population for females, in accordance with the statement in Appendix D.

II.—*Average attendance of scholars in primary schools.*

	In boys' schools.	In girls' schools.
1926-27	5,280	313
1927-28	5,860	1,231
1928-29	6,747	1,433

N.B.—The figures given above include figures for Mount Abu and certain railway schools situated outside Ajmer-Merwara proper.

III.—*Number of primary schools and primary sections of secondary schools showing the number of boys' and girls' schools and the number of pupils attending them.*

(*a*) SCHOOLS FOR BOYS.

Year.	Number of primary schools.	Number of primary sections of secondary schools.	Total.	Pupils in primary stage.		
				In primary schools.	In primary sections of secondary schools.	Total.
1926-27 . .	127	18	145	4,678	1,801	6,479
1927-28 . .	137	19	156	5,270	1,905	7,175
1928-29 . .	139	23	162	5,874	2,359	8,233

(*b*) SCHOOLS FOR GIRLS.

Year.	Number of primary schools.	Number of primary sections of secondary schools.	Total.	Pupils in primary stage.		
				In primary schools.	In primary sections of secondary schools.	Total.
1926-27 . .	7	9	16	357	879	1,236
1927-28 . .	11	8	19	784	647	1,431
1928-29 . .	15	9	24	953	826	1,779

N.B.—The figures in the above two tables pertain to Ajmer-Merwara proper only.

IV.—*Number of teachers, men and women, trained and untrained, employed in primary schools in Ajmer-Merwara.*

Year.	Men teachers.			Women teachers.			All teachers.		
	Trained.	Untrained.	Total.	Trained.	Untrained.	Total.	Trained.	Untrained.	Total.
1926-27 . . .	159	86	245	10	24	34	169	110	279
1927-28 . . .	190	105	295	25	51	76	215	156	371
1928-29 . . .	198	131	329	32	51	83	230	182	412

V.—*Expenditure on primary education.*

(*a*) SCHOOLS FOR BOYS.

Year.	Expenditure from				Total expenditure.
	Government funds.	Board* funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.
1926-27 . .	46,181	17,458	10,493	26,842	1,00,974
1927-28 . .	44,821	24,006	6,611	31,183	1,06,621
1928-29 . .	48,991	24,798	6,337	29,021	1,09,147

(*b*) SCHOOLS FOR GIRLS.

Year.	Expenditure from				Total expenditure.
	Government funds.	Board funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.
1926-27 .	6,340	...	3,613*	8,006	17,959
1927-28 . .	3,151	3,822	449*	4,623	12,045
1928-29 . .	8,837	8,184	10,775	25,608	53,404

N.B.—Tables IV and V include figures for Mount Abu and certain railway schools situated outside Ajmer-Merwara proper.

NOTE.—The figures given in these statements are for or up to the 31st March of each year.

* The smallness of these figures is accounted for by the fact that till 1927-28 the European and Indian Christian Girls School, which alone charged fees, did not maintain separate accounts for the primary departments, receipts from all pupils, secondary as well as primary, being credited to secondary. After 1927 primary education was aided by the municipalities who demanded separate figures for the primary schools to enable them to calculate the grants. The figures for 1928-29 therefore show what was actually spent on the primary section of the schools out of fee income.

8 Duration of the primary school course.—The present duration of the primary school course for boys is four years. It used to be five years till 1922-23, namely class "A" and "B" (one year) and classes I to IV (four years). This was according to the system in force in the United Provinces. The change from the United Provinces to the Punjab system was completed during the quinquennium 1922-27. It was stated that the new system has not been in the hands of such capable teachers as understand and appreciate the significance of the change and exert themselves to make it a success; further that it has not been worked long enough to warrant the pronouncement of a definite opinion on its suitability. Opinions differed considerably as to whether the present duration should be retained or whether it should be lengthened or shortened, but we were informed that opinion is gaining ground that conditions educationally being what they are the change to the four-year course has not been to the good. Most of the points in favour of the change to a four-year duration have already been discussed in our report on Delhi, the main points against it are (*a*) four years do not appear, especially in rural schools, to be long enough for an average child in the hands of an average teacher to master the rudiments of the three R's, with a result that children are not well up in their work when they join class V. (*b*) The present class I is only another name for groups of infants at various stages of instruction according to the time they have spent at schools; the intrinsic difficulties in a single teacher trying to cope with these groups of children result in confusion and haphazard teaching and ultimately in indifference, so that the period required for imparting lasting literacy to the child is increased. (*c*) The teaching profession is mainly recruited from among boys who have passed the Vernacular Final Examination which is held at the end of a three years' course subsequent to the primary course. Since the minimum age for admission to the training course is fixed at eighteen, it is advisable to lengthen the primary course so that three years after the termination of that course the youthful recruit to the teaching profession may be nearing the age of eighteen. If they have to wait for some time before they are admitted for training they forget most of what they learnt at school.

It was also expressed that in the hands of better teachers, who could by aptitude and training impart a more satisfactory education than is at present the case, the primary course could safely be retained at four years, but that with the present type of teacher the disadvantages of a four-year course considerably outweigh the advantages.

We accept the view that a four-year course has been barely sufficient to ensure satisfactory instruction and that educationally it would be desirable if teachers of the same calibre are to continue to return to a five-year primary course. On the other hand we feel that with the possible future introduction of compulsory education the difficulties, especially financial, in insisting upon the

completion of a five-year primary course as compulsory would be very great if not altogether insuperable. We are therefore of opinion that balancing one view against the other the five-year course might be adopted just as we have recommended for adoption in the Delhi Province and the North-West Frontier Province, the course in the fifth year being largely practical and vocational in character with a modicum of English as we have recommended in the case of the North-West Frontier Province.

The present duration of the primary course for girls is four years. It was stated in evidence that steps had been taken to allow an additional year for kindergarten and thus extend the duration to five years. Some witnesses would retain it as at present, others would increase it to enable girls to learn arts and crafts and handwork, while a few would reduce it, though many witnesses expressed no opinion on this point. For the same reasons as were adduced in connection with the duration of the course for girls in Delhi we recommend the extension of the duration of the primary course for girls to five years, with an additional year (making six years in all), where this is feasible, for example where there is more than one teacher in a school.

9. Management of schools.—The agencies for the management of schools for primary education in the province of Ajmer-Merwara are Government, the Municipal Committees of Ajmer and Beawar, the Cantonment Board, Nasirabad, Christian Missionaries and other religious and sectarian bodies, railway authorities and private individuals such as those who run maktabs and pathshalas.

The position in regard to the admission of pupils to the different schools is the same as in the Delhi Province. The number of schools, including primary departments of secondary schools managed by the different bodies, together with the enrolment of pupils, are shown in the statements below:—

I. Schools for Boys.

(*i*) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1928-29.*

Area.	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
Ajmer District Board	106	4,203	9	989	...	...	..	...	20	591	...	...	126	4,794	9	989
Ajmer Municipal Committee	...	...	1	44	2	428	...	...	4	293	6	529	6	721	7	573
Beawar Municipal Committee	...	...	...	...	3	209	1	146	...	...	3	220	3	209	4	366
Kekri Municipal Committee	1	77	...	...	...	...	...	...	...	...	...	...	1	77	...	...
Deoli Municipal Committee	...	..	1	156	...	...	...	...	2	45	...	...	2	45	1	156
Nasirabad Cantonment Board	...	...	...		...	...	...	...	1	28	2	275	1	28	2	275
Total	107	4,280	11	1,189	5	637	1	146	27	957	11	1,024	139	5,874	23	2,359

Total number of primary schools and departments . . 162 | Total number of scholars 8,233

(ii) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1927-28.*

Area.	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
Ajmer District Board . .	96	3,339	9	983	...	...	...	...	23	551	...	...	119	3,890	9	983
Ajmer Municipal Committee .	...	...	1	65	2	410	...	...	8	512	5	413	10	922	6	478
Beawar Municipal Committee .	...	...	..	...	3	171	1	143	...	...	2	193	3	171	3	336
Kekri Municipal Committee .	1	57	...	...	..	...	...	...	...	...	...	...	1	57	...	...
Deoli Municipal Committee .	1	157	...	...	...	...	...	...	2	41	...	...	3	198	...	...
Nasirabad Cantonment Board .	...	..	...	...	...	...	...	...	1	32	1	108	1	32	1	108
Total .	98	3,553	10	1,048	5	581	1	143	34	1,136	8	714	137	5,270	19	1,905

Total number of primary schools and departments . . 156 | Total number of scholars 7,175

(*iii*) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1926-27.*

Area.	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
Ajmer District Board	87	2,952	8	787	...	...	...	...	23	535	...	...	110	3,537	8	787
Ajmer Municipal Committee	2	441	1	49	...	...	...	...	7	321	5	534	9	762	6	583
Beawar Municipal Committee	...	...	...	...	3	198	1	150	...	...	2	214	3	198	3	364
Kekri Municipal Committee	1	62	...	...	...	...	...	...	...	...	...	...	1	62	...	...
Deoli Municipal Committee	...	...	...	...	...	...	...	...	2	41	...	...	2	41	...	...
Nasirabad Cantonment Board	...	...	...	...	...	...	...	...	2	78	1	67	2	78	1	67
TOTAL	90	3,455	9	836	3	198	1	150	34	1,025	8	815	127	4,678	18	1,801

Total number of primary schools and departments . . 145 | Total number of scholars 6,479

II. Schools for Girls.

(i) Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1928-29.

Area.	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
Ajmer District Board	7	206	...	...	...	...	...	...	...	...	...	...	7	206	...	...
Ajmer Municipal Committee	...	...	...	...	1	353	...	...	3	202	5	540	4	555	5	540
Beawar Municipal Committee	...	...	...	...	...	...	...	...	1	26	2	231	1	26	2	231
Kekri Municipal Committee	1	34	...	...	...	...	...	...	...	...	...	...	1	34	...	...
Deoli Municipal Committee	1	51	...	...	...	...	...	...	...	...	...	...	1	51	...	...
Nasirabad Cantonment Board	...	...	...	...	...	...	...	...	1	81	2	55	1	81	2	55
Total	9	291	...	...	1	353	...	...	5	309	9	826	15	953	9	826

Total number of primary schools and departments . . . 24 | Total number of scholars 1,779

(ii) *Statement showing the number and enrolment of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1927-28.*

Area.	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
Ajmer District Board	5	145	...	...	...	...	...	...	...	...	...	...	5	145	...	...
Ajmer Municipal Committee	...	...	...	...	1	352	...	...	2	159	4	382	3	511	4	382
Beawar Municipal Committee	...	...	...	...	...	...	...	...	1	23	2	160	1	23	2	160
Kekri Municipal Committee	1	43	...	...	...	...	...	...		...	...	...	1	43	...	...
Deoli Municipal Committee	...	...	...	...	...	...	...	...	...	...	..	...	...	...	...	...
Nasirabad Cantonment Board	...	...	...	...	...	...	...	...	1	62	2	105	1	62	2	105
TOTAL	6	188	...	...	1	352	...	...	4	244	8	647	11	784	8	647

Total number of primary schools and departments . . 19 | Total number of scholars 1,431

(iii) *Statement showing the number and enrolment of primary schools and primary departments of high and middle schools in the following administrative areas during the year 1926-27.*

Area.	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
Ajmer District Board	2	60	...	...	...	...	...	...	...	...	...	...	2	60	...	...
Ajmer Municipal Committee	...	...	1	268	...	...	...	...	2	113	4	406	2	113	5	674
Beawar Municipal Committee	...	...	...	...	...	...	...	...	1	100	2	125	1	100	2	125
Kekri Municipal Committee	1	24	...	...	...	...	...	...	...	...	...	...	1	24	..	...
Deoli Municipal Committee	...	...	..	...	...	...	...	...	...	...	...	...	.	...	...	...
Nasirabad Cantonment Board	...	...	...	...	...	...	...	...	1	60	2	80	1	60	2	80
TOTAL	3	84	1	268	...	...	..	...	4	273	8	611	7	357	9	879

Total number of primary schools and departments . . 16 | Total number of scholars 1,236

10. Part played by the several agencies in spreading education.—In order to ascertain what part various agencies are playing in primary education and also to know what the tendencies are at the present moment we have compiled the two tables annexed.

TABLE A.

Primary schools for boys in Ajmer-Merwara.

Year.	Maintained by Government.			Maintained by Municipal Boards.			Maintained by private agencies.			Total.		
	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.	Number of schools.	Number of scholars.	Average number of scholars per school.
1921-22	93	3,945	42	4	328	82	37	1,549	42	134	5,822	43
1926-27	99	4,291	43	4	348	87	42	1,840	44	145	6,479	45
1927-28	108	4,601	43	6	724	121	42	1,850	44	156	7,175	46
1928-29	118	5,469	46	6	783	131	38	1,981	52	162	8,233	51

TABLE B.

Primary schools for girls in Ajmer-Merwara.

1921-22	5	158	32	1	18	18	9	487	54	15	663	44
1926-27	4	352	88	...	...	...	12	884	74	16	1,236	77
1927-28	6	188	31	1	352	352	12	891	74	19	1,431	75
1928-29	9	291	32	1	353	353	14	1,135	81	24	1,779	74

N.B.—The figures for 1921-22 are not strictly comparable with those for 1926-27 to 1928-29 for two reasons. The figures for the earliest year include those for Mount Abu and certain railway schools situated outside Ajmer-Merwara proper, while the figures for the latter years do not. Also the figures for 1921-22 represent only primary schools and their enrolment, while the figures from 1926-27 onwards include figures for primary departments as well. The results obtained are not, however, very materially affected.

So far as boys' education in the municipal areas of Ajmer-Merwara goes a reference to the statements in paragraph 9 shows that the large majority of, nay almost all, the schools maintained by Government and more than half the total number of schools maintained by private effort are situated in the rural areas. These statements also show that private effort maintains more schools in the municipal areas than do the Municipalities themselves. Statistics show that the Municipalities are doing very little directly for education. That there is a demand for education in these areas is clear from Table A which shows that the average number of boys in a municipal school steadily increased from 82 in 1921-22 to 131 in 1928-29, the increase between 1926-27 and 1927-28, namely, from 87 per school to 121 per school, being remarkable. The reason probably lies in the Ajmer Municipality being made to assume its responsibility for primary education two years ago. Though private agencies maintain a large number of schools we cannot anticipate that they will ever be able fully to supply the educational needs of the municipal areas. They can only supplement the facilities that the local body supplies. The statistics show that education in the municipal areas of Ajmer-Merwara cannot make much head-way until the Municipalities realize or are made to realize their responsibilities in practice and undertake expansion on a large scale.

With negligible exceptions all the schools under direct Government control are situated in the rural areas. Table A shows that the number of Government schools increased by only six from 1922 to 1927 (the earlier portion of this period having been one of retrenchment), while in 1928 and 1929 the increase was about ten schools per year. The number of boys in these schools increased only by about 350 in the period 1922-27, while between 1927 and 1928, that is in a single year, the increase was 310 and is accounted for by the opening of nine new schools. Between 1928 and 1929, though about the same number of new schools were opened, the number of scholars increased by more than 800. The average number of scholars in a Government primary class remained fairly constant at about 43 to 46. The constancy of the figure appears to show that increased enrolment in rural schools is ordinarily possible only with the provision of more schools. A sudden rise indicated in 1929 from 43 to 46 was due to the fact that four schools managed by private agencies were closed and some of the scholars who were receiving instruction in them joined the nearest Government school. The figures also indicate that there is a demand for education in the rural areas.

As already stated the Ajmer District Board maintains no schools of its own; it plays a small part in education in that it provides and maintains school buildings and pays the salary of a certain number of teachers.

The number of boys' schools maintained by private effort increased by five in the period 1922-27, remained stationary in 1928

and fell from 42 to 38 in 1929. This is perhaps an indication that the limit of private effort has been reached in Ajmer-Merwara. The number of scholars in such schools increased by about 300 in the five-yearly period ending with 1927, increased only by ten in the next year but increased by about 130 in 1929 though the number of schools in that year decreased. The average enrolment in a primary school under private management increased only very slightly between 1922 and 1928, but increased by eight to 52 in 1929. Some of the scholars who were studying in these privately-managed schools which were closed enrolled themselves in other privately-managed schools when they did not enrol themselves in a Government school in the vicinity. A demand does exist for elementary education in the province of Ajmer-Merwara.

If, as conjectured, the limit of private effort has been reached in Ajmer-Merwara, education in the rural areas can progress only if either the Government itself undertakes direct responsibility for education and works according to some clearly defined programme of expansion, or the control of education is handed over to the District Board and that body by subsidies from Government, as in Delhi, or by extra taxation if such is reasonably feasible, provides also according to some clearly defined programme educational facilities in at least every large village. Otherwise the rural areas will continue to be educationally backward.

The statements in paragraph 9 show that Government maintained two girls' schools, one in Kekri and the other in the Deoli municipal area in the year 1928-29, and that the primary department of the Government secondary school at Ajmer was transferred to the Ajmer Municipality in 1927-28. The part played by Government in respect of girls' education in the municipal areas is small, but the part played by the local bodies themselves is even smaller. The only public school in the Municipal area which provides primary education for girls is the primary department of the Government secondary school at Ajmer which was, two years back, handed over to the charge of the Ajmer Municipality and is now treated as a separate primary school. That this single school is attended by 353 girls goes to show that there is a great demand for the education of girls in the Ajmer municipal areas. It was brought out in evidence that the Ajmer Municipality does not take much interest in girls' education; in this area, as also in other municipal areas, girls' education is bound to lag behind the needs of the times unless and until the Municipalities realize that on them rests the responsibility of providing facilities on a scale which need not be large and comprehensive but should certainly be sufficiently large to meet the needs.

The statements in paragraph 9 indicate that all schools maintained by private agencies are situated in municipal areas, more than half of them serving Ajmer, some of them Beawar and the rest the Nasirabad Cantonment. The task of educating the girls living in these municipal areas has been undertaken almost exclusively by private bodies. From Table B we gather that the num-

ber of such schools increased from 12 in 1926-27 to 14 in 1928-29, their enrolment at the same time increasing from 884 to 1,135. These agencies practically alone are opening new schools to meet the demand for education on the part of the parents of girls. That such schools are popular is clear from the fact that the average number of scholars per school increased from 74 in 1927-28 to 81 in 1928-29. But it must be admitted that private bodies cannot make provision for the education of all the girls of school-going age in the municipal areas and that sooner or later there must come a limit to the assistance that private agencies can give the State in this respect. Local bodies must awake to a sense of their responsibilities in the provision of schools for girls.

All the schools for girls situated in the rural area of the province are maintained by Government, no schools for girls being maintained either by the district board or by private agencies. The number of such schools (*vide* Tables above) increased from two (with 60 pupils) in 1926-27 to five (with 145 pupils) in 1927-28 and seven (with 206 pupils) in 1928-29. The average number of scholars in these schools has remained in the neighbourhood of 30, indicating that not more than 30 girls usually enrol themselves in a school situated in a village. Progress in the rural area would thus appear to depend on the provision of more schools and this can be effected only by Government taking upon itself the responsibility of opening a number of new schools each year or by the district board recognizing its responsibilities towards education and opening schools, the funds for which have to be provided by itself or by Government subsidies.

11. Management and control of schools.—Evidence indicated that although in the past the Municipality of Ajmer had taken little interest in education yet now this lack of interest was beginning to disappear. This lack of interest was ascribed to the Municipality not formally being invested with the control of schools. They now have assumed control. It was also brought out that in the rural parts istamrardars and the district boards were apathetic and that, although the district board at present provides some funds for the construction and maintenance of school buildings and although it pays some of the teachers employed in Government schools in the rural areas, yet the actual control of the schools rests with the Education Department. It was suggested that local bodies were in a better position to judge the needs of their areas in respect of schools than are the officers of the educational department and that if the control of schools were handed over to local bodies it would make them take an interest in education and induce them to spend more money on primary education than they do at present. As between the district board and Government, the latter, it was stated, was the better controlling agency for both boys' and girls' schools, and the district board should not be given control of primary education in rural areas until, propaganda having been carried out by educational committees, the rural population began to take an interest in education and until the

constitution of the District Board became representative of the rural population which it was not at present. It was further suggested that all primary schools should be under the control of Government, aided by properly constituted representative committees drawn from urban and rural areas whose functions would be mainly advisory. Other suggestions included the association of officers of the revenue and co-operative departments with the controlling agency, the formation of a Board of Women's Education to guide girls' education in the districts and the centralisation of control by the formation of a Board of Primary Education.

We do not consider that in existing conditions Government should take over the control of primary schools. It seems to us only proper that the District Board should remain responsible for the control of publicly-managed primary schools throughout the district and that the Municipalities and the Cantonment Board should remain responsible for the control of these schools within their respective areas. In regard to schools under private management, we consider that they should be controlled to the extent to which the present rules allow by the authority which finds the funds for paying their grants. What is mainly needed is the assumption of the responsibility for education by local bodies and their exercise of control over their own schools with the assistance of committees of themselves, to which educational experts might be co-opted. We also advise the formation of a Board of Primary Education for Ajmer-Merwara, provided that such a Board is so constituted as to be fully representative of the various communities.

12. Supervision and inspection of schools.—Evidence was given that the educational sub-committee of the Ajmer Municipality did not take sufficient interest in education, that the supervising and inspecting staff for schools was throughout the whole area inadequate, that inspection work could not, with the existing arrangements, be done efficiently and that schools and teachers were only in distant touch with the guiding, supervising and inspecting agencies. It was suggested that arrangements should be made to ensure that every primary school should be inspected at least twice a year. To remedy existing defects and to improve the efficiency of schools the following suggestions were put forward:—

(1) A separate Director of Public Instruction should be appointed for the centrally administered areas assisted not only by a Deputy Director and Inspector of Schools for the North-West Frontier Province and by Inspectors of Schools for Delhi and for Ajmer-Merwara, but also by a non-official board elected from these provinces.

(2) A separate Superintendent of Education for Ajmer-Merwara should be appointed to work under the Chief Commissioner. It was said that there would be plenty of work for a whole time officer in directing and expanding education, especially if Government decided that the expansion of primary education should be

taken up in earnest and its progress accelerated. There was stated to be still greater scope for expanding and developing girls' education than boys' education in the district and that if a whole-time Inspectress with one Deputy Inspectress were appointed to begin with there would be plenty of work for them to do. It was suggested that the Inspectress should, particularly in rural areas, not only inspect schools but also carry on propaganda work among parents.

(3) The inspecting staff for schools in rural areas should be compelled to reside in these areas in order to enable them better to appreciate the difficulties of, and to advise, rural teachers.

(4) The supervising agency should be recruited from local people having local connections and interests.

(5) A committee or board recognised by Government and empowered to make suggestions and co-operate with agencies entrusted with primary education should be set up.

Most of the recommendations made above appear to us not to be sufficiently sound either in themselves or in the present state of the province to be accepted *in toto*, though they indicate the directions in which weaknesses in the educational organisation of the province appear to the local residents to lie. We do recommend, however, that an officer of the standing of a member of the Indian Educational Service, preferably a European at first, should be placed in charge of education in Delhi and Ajmer-Merwara and that this officer should not also hold an official appointment with the Government of India such as at present is the case. If such an officer were appointed it would be necessary to retain the Assistant Superintendent of Education as a whole-time officer as well as the Deputy Inspectors under him. If this recommendation cannot be accepted we suggest as an alternative that an officer of the standing of a member of the Indian Educational Service, preferably a European at first, should be placed in charge of education in Ajmer-Merwara alone. If this were done it might be possible to do without a whole-time Assistant Superintendent of Education. It is essential, however, that if the post of Assistant Superintendent of Education were abolished, the Superintendent should reside all the year round within the province of Ajmer-Merwara. If a European or Anglo-Indian is appointed at the head of the educational administration of Ajmer-Merwara, there is no need for the Principal of the Government College to remain in charge of European education. If, however, a European or Anglo-Indian is not appointed, we think it very desirable that so long as the Principal of the Government College is a European or Anglo-Indian he should remain in charge of European education.

For girls' education we consider that it is desirable to have a full-time Assistant Superintendent for girls' education for Ajmer-Merwara alone. For present requirements there would then be no need for the headmistress of the Government girls' school at Ajmer to act as the Assistant Inspectress of Schools, but as girls'

education advances additional women will be needed on the inspecting staff. We suggest that the title " Assistant Superintendent for Girls' Education " be replaced by the title " Inspectress of Girls' Education " and that the officer appointed to the post should be of the standing of an officer of the Indian Educational Service (women's branch).

13. Overlapping and means of effecting co-ordination.—Until recently the only parties in the field of education besides Government were Christian missionaries, and there was an understanding between the Government departmental officers and the mission authorities that unless there were sufficiently strong reasons Government would refrain from opening new schools in areas where the mission worked and *vice versâ*, there being innumerable areas needing and not yet provided with any school. Within recent years, however, other associations have entered the field and owing to their activities there has been some overlapping of educational effort in the rural areas. These activities have however been half-hearted and overlapping does not present any serious difficulty even in the rural areas. In the city of Ajmer some instances of overlapping between recognised and unrecognised schools have been brought to notice but the general opinion expressed before us was that in urban areas the demand for primary education was so great that there was no immediate danger of serious overlapping. Various suggestions were received from witnesses as to the precautionary measures which might be adopted so as to prevent overlapping in the future. The main of these suggestions were :—(*a*) There should be a representative committee containing representatives of the local government, of educational authorities and of managing bodies of private schools in urban as well as in rural areas to prevent undesirable competition, to ensure co-ordination, to set up uniform standards of education, to effect proper distribution and location of schools and to decide all other questions relating to primary education. So far as the urban areas of Ajmer were concerned the object could be secured, it was stated, by co-opting on the educational sub-committee of the Ajmer Municipality representatives of all important institutions. Enquiries should be made from neighbouring schools prior to opening of new schools by outside agencies applying for Government recognition and there should be close co-operation between the revenue department and the educational department, the latter seeking the advice of the former and of the District Board in the matter of location of new schools and acquisition of land for schools. (*b*) All schemes for starting new schools or moving schools should be placed before the Superintendent of Education who, in consultation with the Inspectress, would dispose of cases, his decision being final if recognition or aid was sought.

We are convinced that the small amount of overlapping which exists can easily be abolished and any recrudescence of it prevented if only a satisfactory supervising agency, which has time to deal fully with the problems of education of both boys and girls in

Ajmer-Merwara, is appointed, and this we have just dealt with in the immediately preceding paragraph.

14. Rate of growth.—Statement III in paragraph 7 indicates that within the last two years 12 primary schools for boys and 5 primary sections of secondary schools were opened and that the number of scholars in the primary stage in boys' schools increased from 6,479 to 8,233 or by 1,754. Assuming that the enrolment in boys' schools consists entirely of boys, then in the urban area 19 per cent. of boys of school-going age were attending school while in the rural areas 25 per cent. were doing so, a relative percentage which is the reverse of what is usually the case. The number of boys in primary classes during the last four years and the increase in their number from year to year during the same period are tabulated below:—

Statement showing the number of boys in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
1925-26	764	2,766	1,754	1,422	1,123	7,829
1926-27	495	3,079	1,792	1,424	1,111	7,901
1927-28	712	3,512	1,900	1,494	1,100	8,718
1928-29	668	4,422	2,063	1,647	1,111	9,911

Statement showing the increase or decrease of boys in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
1925-26	+167	+268	—33	—193	+103	+312
1926-27	—269	+313	+38	+2	—12	+72
1927-28	+217	+433	+108	+70	—11	+817
1928-29	—44	+910	+163	+153	+11	+1,193

N.B.—These tables include statistics for Mount Abu and certain railway schools situated outside Ajmer-Merwara proper. If these figures were excluded the numbers would be reduced.

It is to be remembered that class I represents, in general, groups of infants admitted at different times in the year and at varying stages of ignorance, so that class II is the lowest primary class where systematic class instruction frequently commences. It is observed from the statements that the enrolment in classes II, III and IV has continued to increase steadily throughout these years and that the increases in the last year were higher than in former years. On the other hand the enrolment in class V fluctuated between 1,100 and 1,123, indicating that the increasing number of pupils under instruction does not yet supply recruits to classes above the primary. It is also observed that classes II, III and IV of the primary course are quite popular, indicating that a demand exists for instruction up to the full primary course.

Statement III in paragraph 7 also shows that within the last two years 8 primary schools for girls were added to the existing provision for primary instruction for girls and that the enrolment of girls in primary classes increased from 1,236 to 1,779. Assuming that the enrolment in girls' schools consists entirely of girls, then 17 per cent. of the girls of school-going age in the urban area were attending school while in the rural area only 1 per cent. were doing so. The number of girls in primary classes during the last four years and the increase in their number from year to year during the same period are tabulated below:—

Statement showing the number of girls in Primary Classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
1925-26	552	466	220	181	157	[illegible]
1926-27	481	503	233	155	129	1,501
1927-28	408	866	217	201	147	1,839
1928-29	441	1,103	334	230	152	2,260

Statement showing the increase or decrease of girls in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
1925-26	+241	+25	+40	—10	+43	+339
1926-27	—71	+37	+13	—26	—28	—75
1927-28	—73	+363	—16	+46	+18	+338
1928-29	+33	+237	+117	+29	+5	+421

N.B.—These tables include statistics for Mount Abu and certain railway schools situated outside Ajmer-Merwara proper. If these figures were excluded the numbers would be reduced.

These tables do not show any general consistent tendency except a gradual increase in enrolment chiefly in class II, usually the lowest class of systematic instruction, and a considerable falling off as the middle and higher classes are reached, due either to lack of inclination or to preoccupation with domestic duties: the wastage and stagnation in the higher classes in girls' schools continue to be serious. Classes II and III only are popular, especially the former; few girls continue their studies after class III.

15. Factors preventing expansion.—Formerly the Commissioner of Ajmer was also Director of Public Instruction, Ajmer-Merwara, and that officer co-ordinated and directed the policies and the efforts of the officers of both revenue and educational departments. More interest in education was taken at that time than at present by the revenue staff, who also carried on educational propaganda work among the people. This is no longer the case and the complete severance of the departments from each other was reported to be one factor which has prevented the expansion of primary education. Other factors were said to be the poverty of the people and the consequent necessity of their children earning something from an early age, frequent famines, ignorance, apathy and conservatism of the masses, especially in rural areas, and social customs, the scattered position of the hamlets in hilly tracts, the lack of schools, their unsuitable location, insufficient inspecting staff, unsuitable curriculum and school hours, exclusion of vocational subjects from primary schools, the lack of teachers both men and women, and the multi-language difficulty, for the area contains people speaking different languages. But the main factor preventing the expansion of primary education was stated to be insufficient funds; Government do not give sufficient money for primary education and local bodies are unable to provide the necessary funds for it. Complaint was also made that the Ajmer Municipality gives small grants to many unrecognised schools, not sufficient in amount to enable the schools to develop and make themselves efficient, instead of giving to fewer schools larger grants sufficient to enable them to become efficient.

Some of the factors mentioned above play an equally important part in preventing the expansion of education among girls. In addition purdah, it was said, was observed strictly in town by Muslims and by certain sections of Hindus, particularly Rajputs and some Mahajans, but there was little evidence of it in villages; the custom was said to be beginning to break down among the more highly educated classes but there was no marked sign of the people giving up this custom yet. It was generally enforced from the age of 8. On the other hand, there was a large volume of opinion that put forward the view that purdah was not responsible for the backwardness and lack of development of female education in the province. The chief factors which had militated against the advance of women's education were said to be the ignorance of the masses, early marriage, want of educational facilities, lack of conveyances for girls in urban areas and, particularly, the dearth of

trained teachers. The purdah system was held to be responsible for preventing women teachers from taking up the teaching profession but not for preventing girls attending school. It is significant to note here that, till 1892, Ajmer-Merwara had an inspectress of schools and a normal school for women teachers but that both were abolished in that year, a most retrograde step.

16. Suggestions for expansion.—Evidence was given that there was ample field for expansion but that measures should also be taken to remove existing defects and to provide additional funds. The majority of witnesses said that in urban areas circumstances were favourable for expansion on both a voluntary and a compulsory basis and that they would apply compulsion to the latter. It was put forward that in rural areas opportunities to work a voluntary system efficiently had been few and that, until all efforts had been made to make the education imparted utilitarian, attractive and instructive and until all possible resources under the voluntary system had been exhausted, compulsion should not be applied; it was suggested that Government should be prepared to spend more money on propaganda work, on better teachers, and on more schools; it was maintained that it was illogical for Government to spend more money on the children of town dwellers than on the children of agriculturists, since the latter not only contributed more than the town dwellers to Government revenues but were further burdened with the local cess which formed the principal revenue of the district board. Inspectors of agricultural societies and of co-operative banks at present deliver lectures in villages on agriculture and on banking. Similarly other officials, it was suggested, should deliver lectures on education so as to popularize education amongst the masses. People were stated to look at education from a purely utilitarian and not from the cultural standpoint and, as a vernacular education had no obviously utilitarian value, the tendency was to send children to anglo-vernacular rather than to vernacular schools. In order to popularize vernacular education and to facilitate the recruitment of a sufficient supply of suitable vernacular teachers for village schools, witnesses recommended that central residential vernacular final schools should be established throughout the districts and that all children should receive their education through the vernacular up to the fourth standard, only the most promising among them being given an opportunity to take an English education. Many other suggestions were made, some practical, others unpractical, some carefully thought out, others not thought out: from among these the following have been selected.

(1) The whole area should be divided into convenient educational units and each unit should have an educational board consisting of residents of that unit elected by themselves. Backward communities and depressed classes should, if necessary, receive special representation on this board which should work in co-ordination with the inspecting staff and managing agencies of schools. The strength of municipal educational committees should be augmented by co-option from these local educational units.

(2) There should be a Central Board of Education consisting of representatives of the Government inspecting staff, school managing agencies, the district board and the educational units just mentioned.

(3) Urban and rural areas should have attendance committees consisting of the headmaster and other influential persons of the locality to carry on propaganda work and to persuade parents to send their children to school. District board members should be induced to form small committees in all villages which would cooperate with district officers and the development departments of Government and aim at a general educational awakening in the rural areas.

(4) The district board should be made more representative in character so as to include adequate representation of all interests.

(5) There should be adequate representation of all the principal communities in the inspecting and ministerial staff.

(6) Exhibitions, conferences of teachers and educational propaganda through non-official agencies should be organised to awaken people to the need of educating their children.

(7) The duty of educating the children of parents employed on the estates of jagirdars and istamrardars should be impressed on the employers.

(8) Many one-teacher schools which would act as feeders to the ordinary primary schools should be scattered over the whole area.

(9) Muslim schools should be opened in Muslim quarters and should be staffed substantially by Muslim teachers.

(10) One or more common official herdsmen should be appointed to look after village cattle and thus release girls and boys to attend school.

(11) Education should not be such as would alienate children from their home life but would make them better fitted for their hereditary occupations or professions.

(12) Arrangements should be made to have school libraries and a system of travelling libraries, so that children who remain in villages after finishing their school course may have opportunities of reading.

(13) There is a need for well organised propaganda through Indian ladies' clubs (such as exist in Ajmer and Nasirabad) and for lectures to elderly ladies on the utility of education.

(14) A board of women educationists should be constituted in Ajmer to revise the curriculum and guide the education of girls.

(15) Schools for girls should be started in all villages or areas where at least fifteen girls are available.

(16) There is need for the opening of more schools for girls in mohallas near the homes of the children where mothers can see their daughters at work in school.

(17) Women with aptitude for imparting education should be trained and appointed as travelling teachers to tour in villages and do propaganda work and give instruction to mothers in order to stimulate interest in education.

(18) There is need for the selection and appointment of lady teachers from amongst persons of influence and standing in the locality who are well acquainted with the manners, customs and social life of the place and who will freely mix with the pupils and their parents.

(19) There is need for the training of more Muslim women teachers and for their appointment in schools where Muslim girls attend.

(20) Women should be appointed to escort girls to and from their homes.

(21) Adequate purdah arrangements and conveyance for girls of nine years and over should be made.

(22) The marriage age should be raised.

As we have discussed many of these suggestions in other parts of this report it is unnecessary here to do more than recapitulate the chief conclusions in regard to them. The grants which schools under private management earn should be paid to them in full; some propaganda work should be carried on, especially in rural areas, with a view to popularising the idea of education; district boards should spend more money on education and, if the funds cannot be provided by the district boards themselves under their present powers or under any enlargement of their powers, Government will have to come to their aid by granting them subsidies (the District Board at present spends very little on education); the number of schools for boys in urban areas as well as in rural areas is far below the number required; the five-year programme of the district board for expansion by providing school houses with the aid of a Government grant when carried to completion will not fully meet the needs of the rural areas; additional arrangements for teaching Urdu are necessary; in the primary stage the instruction imparted can have very little utilitarian or vocational value; the institution of essentially sectarian schools by public bodies is on the long view of education unsound; single-teacher schools are not recommended; the formation of school boards and attendance committees, which will bring the people more closely in touch with the education of their children than they are at present, is desirable and there is a crying need for more educated women who are prepared to devote themselves to teaching.

17. Facilities for education.—The majority of witnesses who appeared before us held that the number of schools for boys in urban as well as in rural areas was far below the number required. In rural areas there is an average of only one school for 14 square miles and many villages have no school within a reasonable distance of them. The district board is receiving a special grant under the five-year programme of educational expansion which is

calculated to construct 45 new school buildings, but even this number would not, it was considered, go very far to meet the requirements. Muslim witnesses complained that the number of Muslim teachers and of schools for Muslims were inadequate in urban as well as in rural areas, that there were no arrangements for teaching Urdu and that the existing private schools were not given sufficient grants to enable them to develop into recognised institutions.

Opinion was almost unanimous that facilities for girls' education in both rural and urban areas are entirely inadequate. At the time of the last annual inspection there were only 28 primary schools. Since then 5 more schools have been opened, 3 in rural areas and 2 in Ajmer city. With the exception of 12 Government primary schools in the district all the other schools are in urban areas. The existing schools, with the exception of a few Mission schools, were stated to have showed poor work and all the schools without exception were said to be poorly staffed and ill-equipped. There were 3 schools under private control in the Cantonment area which were not receiving any aid, and there were no Muslim girls in these schools as there were no funds available to engage the callers or conveyances which are considered necessary for purdah girls. There is at present one school for children (the Gulab Devi Patshala, Ajmer) where rudiments of practical household crafts (Indian) are taught along with the 3 R's, but it was not known how far this course had been successful. There were also other schools where handwork and domestic science were taught in addition to the 3 R's, but no witness expressed any opinion as to whether these institutions had been successful. There was also much difference of opinion as to the desirability of having such schools, most witnesses maintaining that girls were sent to school to learn the 3 R's and not to learn how to carry out household duties which their mothers could teach them.

We consider that in general no grants from public funds should be given to unrecognised schools but that when circumstances are such as make a deviation from this general policy desirable—and it seems to us that circumstances in Ajmer-Merwara where private effort shows its desire to educate the people by maintaining a large number of schools not complying fully with the standard or rules laid down for recognition do temporarily require some deviation,—any grant that is given should be sufficient in amount to enable schools to make themselves efficient within a very short time, say one or two years, and that such grants to unrecognised schools should be for this limited period only and should automatically cease if at the end of this period schools do not fulfil the conditions laid down for recognition. We are unable to support the practice of the Ajmer Municipality in distributing the total amount which it has set aside for unrecognised schools among a large number of such schools, giving a very small amount to each, the amount given not being sufficient to enable the school to make itself efficient. We are, moreover, of opinion that until a Government or local body is able to pay in full the grants earned by schools under the rules laid

down for the award of grants no grants at all should be given to unrecognised schools.

Very little has been done for girls' education in Ajmer-Merwara. Schools are insufficient, teachers are insufficient, funds are insufficient and there is a totally inadequate supervising and inspecting agency. Sufficient attention has not been paid to girls' education in Ajmer-Merwara and we do not see that any real progress can be made until at least one full-time woman officer is appointed to be in charge of women's education in the province and a complete detailed survey of the existing conditions is made and a scheme for reorganisation and development is set on foot. Naturally this will require considerable additional funds.

18. Location of schools.—The problem of locating schools was reported to be specially difficult in Merwara, where the agricultural population live mostly in scattered hamlets not easily accessible, especially during the rains. Efforts had been made in the past to locate schools in villages that were centrally situated, but despite these efforts children had to walk long distances, sometimes 3 or 4 miles, to reach the nearest school; the minimum average distance that a child had to walk to attend school worked out in the case of rural areas at two miles. The location of schools for boys in urban areas, specially in areas populated by Muslims, was said to be unsatisfactory while evidence showed that the location of schools for girls was also very unsatisfactory. It was stated that in different localities of Ajmer city primary schools for Urdu and for Hindi-speaking children were necessary. It was suggested that schools should be located in open spaces and not in congested areas and that as the city is developing the Municipality should consider seriously the question of housing schools in buildings of their own. It was brought to our notice that when the Commissioner of Ajmer was *ex-officio* Director of Public Instruction the revenue staff did much work in connection with the spread of education. The assistance of the staff is necessary even now and it was suggested that necessary instructions might be issued by the Commissioner with a view to the revenue staff making itself generally useful in the matter of selecting suitable houses and sites for school-buildings.

We are fully aware that the problem of locating schools is specially difficult in Merwara where, as stated above, the agricultural population live mostly in scattered hamlets, many of them not easily accessible during the rains, and have arrived at the conclusion that the policy now being adopted of locating new schools in the largest villages and in the villages in which the population show the keenest desire for education before locating them in smaller villages or in villages in which the people do not show any keen desire for education is the only proper policy to pursue. In selecting sites for schools, whether for girls or for boys, we should like it impressed upon the authorities that the requirements of space, light, air, ventilation, hygiene and playgrounds should all be taken into consideration.

19. School buildings and playgrounds.—Evidence given before us showed that 42 out of 118 Government primary schools were held in rented or private houses unsuitable for educational purposes, that Government schools in rural areas had very few buildings of their own and that there was overcrowding in District Board school buildings; the school buildings being constructed at present by the District Board were stated to be too elaborate and expensive.

Among the various suggestions made by witnesses were that airy and well-ventilated school buildings of a simple and inexpensive type should be constructed in rural areas; schools should be provided with small playgrounds and gardens in spite of the expense involved; Government should provide the school buildings and the playgrounds; the cost of school buildings should be divided between some private agency, the village and the District Board or Government; private bodies building schools should be given 50 per cent. of the cost by the Municipality or District Board in urban and rural areas respectively. For girls' schools, buildings with purdah residential quarters for teachers are needed everywhere, both in towns and villages. A Central Government school should be built and a motor lorry given to it to convey girls to and from school: village school houses for girls are also required.

We were informed that the Methodist Episcopal Mission has been able to construct some single-teacher schools at a cost of Rs. 800 only. This type of school-house was said to have been constructed of bamboo trellis work on a brick wall all round rising about six feet above the plinth. It consisted of one large room with a large entrance in front and could accommodate from 40 to 50 pupils.

Another type of building which was advocated consisted of a large room open on one side and closed on three sides with one or two small rooms attached for storing school materials. Stone in cement would be used for the foundations and for the pillars on which the weight of roof was supported, the rest of the wall being made of cement plaster. Stone slabs for the roof or a thatched roof, if a still cheaper building was required, could be used. The cost was estimated to vary from Rs. 2,000 to Rs. 2,500 according to the locality. This type of building was considered suitable to accommodate three classes with an aggregate of 100 pupils.

We would like to lay considerable stress upon the need for simple, inexpensive, airy and well-ventilated buildings, especially in rural areas; the type of structure that we saw in many places in Ajmer-Merwara, namely, expensive, heavy buildings without adequate top ventilation or light, was far from suitable. Playgrounds should be provided wherever they are needed. A type of building which has a roof for protection from the sun and low walls on some or all of its sides is considered by us not at all unsuitable for primary schools in Ajmer-Merwara where the rainfall is only about 18 inches a year. Private bodies should be given from public funds 50 per cent. of the cost of school buildings.

For girls' schools residential quarters attached to the school buildings are needed for teachers. These quarters should be so arranged as to be suitable either for a married woman living with her husband and children or for an unmarried girl living with her relation (mother, aunt or elder sister) or with some respectable woman servant. We do not advise the appointment of women teachers to schools unless such arrangements can be made.

The most suitable school buildings which we saw while on our tour were those in the North-West Frontier Province built on the Guyer type. The essential features of this type of building are remarked upon elsewhere in this report and may be commended to the authorities responsible for erecting school-houses in Ajmer-Merwara.

20. Training institutions.—There are at present three training institutions in the province, namely, the Normal School for men at Ajmer, the Mission Teachers' Training Class, popularly known as the Normal School for men teachers in Beawar, and a training school conducted by the Rajputana Christian Mission at Nasirabad for women teachers. In the Ajmer school the United Provinces course of instruction is followed and the candidates sit for the United Provinces Vernacular Teacher's Certificate and Primary Teacher's Certificate examinations. Students who are admitted into this school for training are required to have passed the Vernacular Final Examination and to possess a knowledge of both Hindi and Urdu. The course of the Primary Teacher's Certificate is of one year's duration, after which the candidates who pass go out into the district and serve as teachers for a year or two, returning after a time to the training school to take the Vernacular Teacher's Certificate course. The average number of teachers who finished their training during the last 3 years is 28; the number trained in 1928-29 was 31. Teachers are recruited from all communities admission being regulated on the advice of a small expert board on which all the major communal interests are represented.

The Mission School, Beawar, admits candidates for the Primary Teacher's Certificate, the general qualifications required for admission being the same as those for the Ajmer Normal School. The Primary Teacher's Certificate course is for one year and the Vernacular Teacher's Certificate course for two years, but at least one year of practical work must intervene between the Primary Teacher's Certificate and the second year Vernacular Teacher's Certificate course.

This division for training has just been introduced into the United Provinces and adopted in Ajmer-Merwara. Until last year the courses for the Primary Teacher's Certificate and the Vernacular Teacher's Certificate were separate. The average number of teachers trained annually varies from 3 to 8, but the school can train up to 30 if candidates are forthcoming. It is open to all classes of the community but, in general, few but Christian candidates come forward for training in this school.

Girls are required to have passed the United Provinces lower middle examination for admission into the normal class of the Nasirabad Mission Training School. The course of training is of two years' duration in accordance with the United Provinces curriculum. The number of girls trained, most of whom are Christians, is small. Moreover the majority of the teachers trained in the school are posted after completion of their course to mission schools in Rajputana States and elsewhere outside Ajmer-Merwara. Last year nine girls were trained and posted all to mission schools, of whom only one or two were posted to Ajmer-Merwara. The school is prepared to take in more girls for training but, owing to a local prejudice against mission schools, girls are not coming forward, it was said, in any large numbers for training.

21. Supply of teachers.—Both written and oral evidence given before us has disclosed the fact that the position in Ajmer-Merwara in regard to the supply of teachers is similar to that in Delhi. While there is for existing requirements a sufficient supply of trained and untrained men teachers, the supply of women teachers, both trained and untrained, is extremely limited and insufficient to meet the existing demands. Some witnesses drew attention to the inadequacy of Urdu trained teachers and to the lack of teachers belonging to the untouchable and other backward classes and of teachers belonging to farmer stock for rural areas for which they would be particularly suited. The reason for the insufficiency of Muslim teachers was stated to be the lack of Urdu teachers on the training school staff and the smallness of stipends. In order to augment the supply, it was urged that a greater number of student teachers with Urdu as their first language should be admitted into the training school, while to obtain teachers from the untouchable and other backward classes teachers should be recruited from those classes which are sympathetic towards them, though it was apprehended that they might be converted to another faith. In order to obtain a supply of women teachers it was suggested that recruits should be drawn from among the wives of male teachers, from among Indian Christians and Parsis and from among Hindu widows as well as from such Hindu and Muslim girls of good standing as might be prepared to take up teaching. For any wide extension of schools the supply of teachers would be inadequate.

We agree that the supply of both men and women trained teachers is insufficient. Our recommendation in this matter will be found in a subsequent paragraph.

22. Training and efficiency of teachers.—The existing system of training was considered too stereotyped by some witnesses and it was urged that the courses of training for teachers in rural areas should be different from the courses of training for teachers in urban areas. It was stated that in the former a teacher symbolised to the illiterate mind the best product of education and that in consequence the teacher was required to approach his task with enthusiasm and a missionary spirit; if he failed to do so the tedium of village life would soon pall on him and sap his zeal for work.

It was suggested that Government should either open a training school for girls in Ajmer or construct a hostel for non-Christians near the Nasirabad mission school and assist the mission to enlarge and improve its training facilities which would be availed of by teachers of all classes. It was also recommended that a scheme put forward by the Assistant Superintendent for Girls' Education of opening in Ajmer a primary school for girls with a normal department attached should be pushed forward. If this primary school could not be put up, it was suggested that the Municipal Board Central School should be used as a practising school, provided that this step was preceded by the opening of primary schools in the areas from which the girls attending the lower classes in the present central school come, so as to reduce the present unwieldy size of the lower classes in the Municipal Board Central School for girls. It was also suggested that the vernacular training school for men should be put in direct charge of the district inspecting officers and that thorough overhauling of the subjects and curriculum in the normal school should be undertaken (as suggested in Appendix H). Other methods for improving the standard of teaching and increasing the number of teachers belonging to minority communities which were suggested were refresher courses, increase of scholarships and reservation of seats for communities inadequately represented and surprise visits by local committees and by the inspecting staff. Some witnesses also recommended the employment of part-time teachers and the opening of additional training classes; the utilisation of the intervening period between the passing of the Vernacular Final examination and admission to the Primary Teacher's Certificate course in teaching pupils Urdu and English; the opening of 12 training schools throughout the province; the admission of only middle-pass girls to normal schools and the opening of two institutions for women providing special training in the teaching of rural handwork and in homecraft. It was stated that some teachers had a strong religious bias and that a few books of a religious propagandist nature had been placed in the library of the training school. It was further held by some witnesses that the existing training staff in the school at Ajmer was of poor quality and that if better training were desired the vernacular normal school should be separated from the anglo-vernacular training school with which it is associated and that it should have a staff of its own with a qualified trained graduate as headmaster and anglo-vernacular trained teachers with higher qualifications than those at present employed as assistants.

We do not know sufficient of the local conditions in Ajmer-Merwara to arrive at very definite conclusions on all the suggestions that have been made to improve the training and efficiency of teachers, but we found during the hearing of the evidence that there was dissatisfaction with the present arrangements for recruiting and for training teachers and would advise that the training school with the model school attached to it—its staffing, its organisation and the whole of its working—should be subjected to most careful

overhauling, for the training school forms the first round which circles a sufficient supply of well trained teachers of good character. We should further remark that we are of opinion that the staff of the training schools, especially the headmasters and headmistresses, should be in close touch with educational methods, experiments and advances in adjoining provinces, particularly with the province (the United Provinces) whose code is adopted in Ajmer-Merwara. We suggest therefore that some of the staff of the training schools should be deputed one at a time to visit some one or other of the chief training schools in the adjoining province with a view to ensuring this contact being as close as possible.

Sufficient provision—by which is meant the appointment of a separate teacher for the subject—has not been made for teaching Urdu. The work has for some years past been entrusted to the head teacher of the Model School. The position of Urdu requires consideration by the responsible officers; we would recommend that full facilities for training should be given not only for boys who have Hindi as their first language and Urdu as their second language but for those who have Urdu as a first language and would take Hindi as a second language.

We endorse the suggestion that arrangements should be made for giving instruction to women teachers under training in handwork and domestic science. This, we anticipate, will ultimately require a domestic science and industrial school.

23. Additional training facilities.—Some suggestions were put forward for providing additional facilities for training. It was considered that with slight additions the present staff of the Normal School would be in a position to train enough teachers to meet the requirements of universal or compulsory education in rural areas. For men it was proposed that the Government Training School should be enlarged and a building grant given to the Beawar Training School to enable that institution to take in more candidates. In regard to women teachers the necessity for a training school was strongly stressed and it was suggested that as a temporary measure, say for five years, pupil teachers might be trained in approved schools for general education under trained mistresses. In the event of education becoming universal or being made compulsory throughout the whole province it was put forward that one more institution for men and two for women would be required.

The number of men and women teachers that are needed is shown in the following statistical analysis:—

Boys' schools.—The number of boys of school-going age in Ajmer-Merwara is 35,582. The number of teachers who would be required to give instruction to 35,582 boys, at 40 boys per teacher, would be about 890 (35,582 divided by 40). Assuming that a teacher serves for 20 years on an average, the annual wastage would be about 45 (890 divided by 20), so that we need 45 new trained teachers each year after a stable position is secured. The enrolment in boys' primary schools in Ajmer-Merwara (including Mount Abu

and certain railway schools situated outside Ajmer-Merwara proper) is 6,015 and the number of men teachers is 329. Assüming that all these teachers are serving in boys' primary schools and that none but these form the staff of boys' schools, the number of pupils per teacher works out at 18 (6,015 divided by 329). The number of trained men teachers is 198. If each trained teacher is to give instruction to 40 boys the number of trained teachers required to teach the existing number of boys would be 150 (6,015 divided by 40). Wastage amongst these trained teachers would be about 8 per year (150 divided by 20). Hence for the existing number of boys under instruction it would suffice if 8 trained teachers are turned out every year, on the assumption that each teacher teaches 40 boys. If we aim at making provision for all boys of school age in the province, we must, in order to replace casualties alone, aim at turning out 45 teachers every year when the position of stable equilibrium is attained and one training school might suffice for this purpose if the course of training is to be of a year's duration only, but in addition we have for some years to come to turn out a larger number of trained teachers per year than 45 in order to increase the number of trained teachers whom we need from 198 to 890, or an increase of 692 teachers. Furthermore, our calculations are based on the assumption that each teacher gives instruction to 40 boys. This is much too high a number for the rural tracts of Ajmer-Merwara, so that in actual practice a still larger number of teachers than that indicated above will be required.

Girls' schools.—The number of girls of school-going age in Ajmer-Merwara is 31,147. The number of teachers who would be required to teach this number of girls, at 40 pupils per teacher, would be about 779 (31,147 divided by 40). Assuming that a teacher serves for about 15 years, the wastage amongst this number of women teachers would be about 52 (779 divided by 15). The enrolment in girls' primary schools in Ajmer-Merwara (including Mount Abu and certain railway schools situated outside Ajmer-Merwara proper) is 1,177. The number of women teachers trained and untrained is 83. Assuming that all the women teachers are serving in girls' primary schools, the number of girls per teacher works out at 14 (1,177 divided by 83). The number of trained women teachers is 32. If each trained teacher is to teach 40 girls the number of trained women teachers required to teach the existing number of girls would be 29 (1,177 divided by 40). Wastage amongst 29 women teachers would be about 2 per year (29 divided by 15). Hence for the existing number of girls under instruction it would suffice if 2 trained women teachers are turned out each year. If we aim at making provision for the education of all girls of school age in the province, we must, in order to replace casualties alone, turn out 52 teachers every year after the position of stable equilibrium is attained, but in addition we have for some years to come to turn out a larger number of trained teachers per year than 52 in order to increase the number of trained teachers from 32 to 779, an increase of 747 women teachers. But as a woman teacher will under the existing condi-

tions in Ajmer-Merwara have to give instruction to a less number of girls than 40, a still larger number of women teachers will have to be trained every year.

Since it is clear from the above analysis that the supply of trained men and women teachers is insufficient, we consider that as regards men teachers the training school at Ajmer should be reorganised and expanded if possible. One way of making in it additional provision for primary school teachers would be to retain it for teachers of lower qualifications, allowing those of higher qualifications—that is those who are receiving an anglo-vernacular training —to receive their training elsewhere: a class for them might, for example, be attached to the Government High School, Ajmer. For the supply of women teachers a well-staffed and equipped Government training school is necessary.

In regard to the cost of the additional training facilities proposed and the sources from which the funds required could be met, a very limited number of witnesses ventured to offer any suggestions, and the estimates of these few were based on no detailed or accurate data. One estimate placed the cost at Rs. 3,70,000 if the scheme of expansion were spread over ten years. Another estimated it at about Rs. 60,000 to Rs. 75,000, excluding initial expenditure on buildings, while yet a third estimated it at Rs. 10,000 a year. Some suggested that the entire cost should be met by Government, while others would divide it between the District Board, the Municipalities and Government. The women's training college which was proposed is estimated to cost Rs. 10,800 a year and it was suggested that this should be met by the response to a public appeal for funds and by contributions from the Ajmer and Beawar Municipalities, the Nasirabad Cantonment, the District Board and Government. The Assistant Superintendent of Education, Ajmer-Merwara, stated that the present annual cost of the anglo-vernacular and vernacular training class was Rs. 12,600. About Rs. 2,000 a year on extra stipends would, it was said, be required for the normal school to meet a demand for more teachers. The cost of opening a girls' training school was estimated at Rs. 34,500 recurring and Rs. 4 lakhs non-recurring, but we are not convinced that this large expenditure is necessary. A less expensive girls' training school might do for the present needs of the province.

There is little prospect of any private agency opening a training school which will be staffed by competent teachers, equipped as it ought to be equipped and housed in suitable premises, and which will in addition admit all classes of the community to it on equal terms and make suitable provision for all necessary languages, so that we consider that almost all, if not the entire, cost of training men and women teachers will have to be met by Government. In making admissions to training schools the claims of all communities should be considered and steps should be taken to ensure that the claims of minority communities are not overlooked.

24. Stipends.—The number and amount of stipends at present given were considered insufficient, particularly in the case of communities which did not at present have a sufficient number of trained teachers belonging to their own communities. One witness suggested that the number of stipends should be increased from 40 to 50. An increase in the number of stipends will no doubt be considered when additional facilities for training are made, but the value of the stipend need not be increased. There is at present a larger demand for admission to the training school than can be met with the present rate of stipend.

25. Pay of teachers.—The rates of pay for teachers, both men and women, were considered by many witnesses to be too low to attract the best class of teacher, though some witnesses were of opinion that teachers in Government schools were adequately paid but not those in aided schools where the rates of pay ranged round Rs. 16 or Rs. 17 per mensem only. Some witnesses suggested that the pay of teachers in rural areas should be higher than that of those in urban areas and that the minimum starting pay should be Rs. 25 or Rs. 30 instead of Rs. 20 as at present and that it should rise to Rs. 40 or Rs. 50. Others suggested raising the salary of men teachers with a Primary Teacher's Certificate to Rs. 30—3—40 or 45 and in the case of women teachers the introduction of two grades of pay, a lower grade of Rs. 30—2—40 for the teacher who has passed the senior vernacular training examination or a higher grade of Rs. 45—3—60, in the alternative fixed grades of Rs. 25, 35 and 40 should be adopted. Other concessions and facilities suggested for encouraging men and women to take up teaching were the grant of free quarters and, in rural areas, land for cultivation, the provision of medical facilities, the awarding of scholarships to the children of teachers, the encouragement of married women or widows to take up the teaching profession by the grant to them of an allowance of Rs 10 per month to engage an ayah to look after the children and by posting them to areas where their husbands or near relatives are working and also by the grant of stipends for training. In addition to the concessions just stated, it was also proposed that teachers should be allowed free carriage of goods on appointment or transfer, one free servant and travelling allowance and an additional allowance for women working in remote villages and the grant of house-rent if quarters could not be provided.

We are of opinion that the minimum pay of Rs. 20 per mensem for a trained teacher is not sufficient to obtain the class of men who ought to be trained as teachers and that the maximum to which a teacher can aspire should be raised. We have some hesitation in fixing a definite minimum pay which we should recommend, but it appears to us that Rs. 25 per mensem would be a suitable minimum pay to secure the class of man who is required as a teacher in a primary school. Of all the facilities or concessions which are suggested for encouraging men and women teachers to qualify for the teaching profession, the only one which we unanimously recommend is the provision of quarters with adequate protection for women

teachers, these quarters to be attached to the school. Where quarters are not immediately available steps should be taken to make them available and pending their availability a house allowance should be given to women teachers.

26. Curriculum.—Witnesses were unanimous that the curriculum required substantial alteration and readjustment. They criticised the non-utilitarian nature of the course, the inconvenient school hours, the absence of harvest or seasonal holidays, the high cost of books and stationery, the multiplicity of books and subjects, the absence of elementary technical training and the absence of the kindergarten system of teaching. It was also stated that the curriculum was designed for urban rather than for rural areas, that it was too rigid, particularly for rural areas, that it alienated the child from its home life and surroundings, that children were kept strictly to it, that digressions were discouraged and that the general intelligence was not sufficiently stimulated and developed. To remedy these defects and in order to enable the aim of the course to further the mental development of the child rather than to impart a literary education, it was suggested that some latitude should be allowed to teachers to depart from the curriculum and that the teaching should be such as to impress upon children that they were educated to improve their home life and surroundings and not necessarily to take up Government or local board service. Muslim witnesses emphasised the necessity of taking into consideration the sentiments and needs of Muslims in fixing the curriculum—this generally meant a desire for instruction through the medium of Urdu and provision for religious instruction—and would place this duty on any board that might be formed for the control of schools. It was suggested that there should be a separate curriculum for girls, which would make provision for instruction in useful household arts such as cooking, sewing, embroidery, knitting, nursing, dyeing and spinning, and that as much handwork as possible should be combined with literary education in order to link up the school teaching with the ordinary every day life of the child; that there should be less instruction in history, geography and arithmetic and that special prizes should be offered to girls who showed a special aptitude for household work. Witnesses also recommended a separate school for the teaching of domestic subjects in Ajmer. It was emphasised that women educationists should have an effective voice in the fixing of the curriculum for girls. Much difference of opinion existed as to the stage at which teaching should be commenced in the vast number of subjects which witnesses suggested should be taught. On the one hand some would start elementary training in all subjects—literary, domestic and technical—from the very beginning of the course; others did not consider that suitable instruction could be given in technical subjects during the primary course, though habits of cleanliness, neatness and method could be inculcated from the earliest years, while yet others considered that suitable handwork for boys and sewing for girls could be done and would be sufficient up to class II and technical training for boys

and cooking and advanced handwork could be given to girls from class III.

Since several witnesses have laid stress upon the desirability of bringing up girls attending school so as not to divorce them from their household work, we suggest that the curriculum be so formulated as to include the possibility of girls doing as many of the ordinary household duties as they are likely to come across and which are suitable to their strength and intelligence. The Educational Department has just drawn up a revised curriculum which endeavours to remedy some of the real defects pointed out by witnesses. It has not yet been issued but is appended to this report (Appendix I). Many of the suggestions made have already been treated in other parts of this report, the others are dealt with in the following paragraphs.

27. Text-books.—It was suggested that there should be a separate Text Book Committee to choose special text-books suitable to the province; it would, it was stated, be possible to form such a committee. The text-books used in Ajmer were said to be out of date, that they should be radically altered and ruralised and should be such as are suitable to the particular locality in which they would be used. The text-books for boys should, it was advocated, contain object lessons in practical arts like carpentry. Supplementary readers should be maintained in class libraries.

We agree that a Text-Book Committee for Ajmer-Merwara should be formed with the head of the Education Department as its chairman. We also advocate the institution of school libraries, which should be open to the general public, as well as of class libraries, the latter containing books suitable for quite young children. The remarks made by us in regard to this matter in the Delhi portion of the report apply to Ajmer-Merwara also.

28. Religious and moral instruction.—Muslim witnesses laid considerable stress on the introduction of religious and moral instruction in schools in both urban and rural areas. Some would have moral instruction based on religion made a compulsory subject, the books required being prepared by some person who takes interest in this kind of teaching. They advocated that the cost should be borne by Government. A few would make religious instruction compulsory.

While we recognise to the full the value of religious instruction and are firmly convinced that all children should receive, preferably in their own homes, some manner of religious instruction, we are of opinion that religious instruction should not be made compulsory in schools. We consider, however, in view of the fact that many parents do not see to the religious instruction of their children out of school, that facilities should be offered for giving religious instruction according to the beliefs of the parents at the beginning or at the end of the school session. This instruction would be given by the school staff where the staff was able and willing to give it; where not so able, outside instructors would be introduced. The

payment of the religious instructors would not be met from public but from private funds. The presumption should be that the child has received religious instruction in his own home and that the parent does not desire him to receive it at school, so that if religious instruction is to be given, the parent should make a specific request to that effect, the kind of the instruction being specified by the parent in his application which should be filed in the school records. One of our members is strongly of opinion that no facilities for religious instruction should be given in schools, that any such instruction given should be of the nature of moral instruction and that even if facilities are given for religious instruction it should be imparted not by the school staff but by outside religious instructors.

But in single school areas, *i.e.*, in areas in which only one school is found, if the school has been provided by private management and imparts religious instruction of any particular type, on a compulsory basis, which is not acceptable to the great majority of parents who do or should send their children to the school, steps should be taken by the local authority to open another school which will meet the needs of those who object to the form of religious instruction which is compulsory in the existing school.

29. Practical and industrial training.—A large number of witnesses laid stress on the need not only for the introduction of nature study but also for imparting industrial training to boys and for training girls in household arts and crafts. The subjects mentioned as suitable for introduction were paper work, thread work, gardening, weaving, carpentry and manual training for boys. It was stated that the cost of the appliances necessary for teaching household arts and crafts should be met by the parents who desired their children to receive such training. Several witnesses also laid stress on practical lessons in farming. It was suggested that combined primary and secondary schools should have farms attached to them so that even primary school boys would be taught something of agriculture. It was presumed that this would act as an inducement to the parents to send their children to school and it was urged that where this was not possible farms should be rented at public expense and boys taken out and given practical instruction in the fields.

Our attitude on this question has already been expressed in our report on Delhi. We consider that the main object of primary education is the breaking down of illiteracy, and that children during the short time they are at school can do little more than go some way towards attaining literacy. We recognise that hand and eye training and practical work of some kind is desirable, but we cannot go so far as those witnesses who recommend specific industrial training. Where conditions, for example, land and an adequate water supply are available, gardens might be attached to schools. Any expenditure that has to be incurred in connection with this practical work should be met from the school funds and parents should not

be called upon to meet this manner of expense. In girls' schools some little amount of home crafts might be taught, all expense in connection therewith naturally being borne by the school authorities.

30. School hours.—Much criticism was levelled at the unsuitability of school hours, especially in rural areas. The usual hours are from 7 A.M. to 11 or 11-30 A.M., 7-30 A.M. to 10 A.M. and 3 P.M. to 5-30 P.M., or from 10 A.M. to 3-30 P.M. It was suggested that the school hours in rural areas should be shortened or so fixed as to enable little girls and boys to help their parents in the home and in the field. It was also put forward that teaching for classes I and II should be for two hours in the morning and for classes III and IV for four hours, two in the morning and two in the evening.

It appears clear to us that the school hours should be fixed so as to afford the greater convenience to the majority of the parents, that it is not necessary to have identical hours fixed for the whole district—the hours that are most suitable in one area may not be quite so suitable in another area.—and that it is not necessary that the total daily time spent in school for the junior classes should be as as much as the total time spent in the senior classes; if four hours is considered desirable in the higher classes, three hours or even, in some cases, two hours might suffice in the kindergarten class. We were informed that the Education Department is taking steps so to arrange school hours as to suit the requirements of the various parts of the province.

31. Harvest holidays and seasonal holidays.—About 30 years ago harvest holidays used to be given in schools in Ajmer-Merwara but they were discontinued as it proved difficult to bring children back to school after the vacations and parents thought that the children were not receiving their money's worth unless the school was open continuously throughout the whole year. No vacations are now given in the primary schools in Ajmer-Merwara, and considerable criticism was levelled against the authorities for not having school holidays; the general opinion expressed was that harvest holidays should be given. From an educational point of view it was considered sound to close the school for a portion of the year. The matter, it was said, was placed before the Teachers' Conference last year and the teachers were opposed to harvest holidays; they preferred a summer vacation.

We consider that holidays should certainly be granted to primary school children and that these holidays should be fixed so as to coincide with the harvest time when the parents require the services of their children to a greater extent than at any other time. Further, it appears to us that there is no need to restrict the periods of holidays to a single long period in the year. If the services of the children are required during two periods in the year there seems to us no reason why two vacations should not be fixed each year, each vacation coinciding with the time when a parent needs most the services of his children. In town schools holidays are equally necessary and should be given at the times which are considered

most suitable by the local authorities. Every child should have some relatively long period of relaxation from what is to him the severe intellectual strain of learning to read, write and compute.

32. Physical development of children.—Many witnesses emphasised the need for paying attention to the physical development of children rather than to their literary training. It was suggested that there should be games inspectors for this purpose and that in respect of boys besides the usual drill, Indian country games like *kabaddi* which aim at physical development should be played.

We consider that Ajmer-Merwara is scarcely large enough to have for itself a fully qualified inspector for games. We think, however, that great attention should be paid to games and physical development generally in the training schools, teachers not only being taught additional games and themselves playing games and taking exercise, but being given instruction in the methods of teaching physical instruction and the limits to which they might go in dealing with children of different ages and physiques. Furthermore it is essential that periodical refresher classes in physical instruction attended by teachers should be held in order that they may learn the most recent methods of instruction and keep the knowledge which they have up-to-date. These remarks apply to boys and girls equally. For both boys and girls in cities we consider it essential that sufficient open space should be made available for physical exercises. The difficulty of finding space does not as a rule arise in the case of boys' schools in rural areas.

33. Part-time schools and night schools.—It was stated that the Roman Catholic Mission formerly had night schools or preparatory schools for boys from 10 to 16 years of age where primary education was given but that their experience of this class of school had not been a happy one. It was said that boys were anxious to come and did at the beginning come but the attendance gradually fell off as the pupils found on economic grounds difficulty in attending. Very few witnesses recommended night schools or part-time schools except for the untouchables and other backward classes. The number of night schools for adults in Ajmer is shown in the statement below:—

Night schools for adults, Ajmer District Board.

Year.	Number of schools.	Enrolment
1924-25	...	...
1925-26	...	...
1926-27	1	2[illegible]
1927-28	3	[illegible]6[illegible]
1928-29	4	91

N.B.—There are no adult schools except in Ajmer district.

The remarks we have made on the subject of part-time and night schools in our report on Delhi are equally applicable to Ajmer-Merwara.

As stated in our report on Delhi we consider that our terms of reference do not include a consideration of schools for adults. Yet we cannot complete our report without some small reference to these schools, since we are firmly convinced that one of the means for educating public opinion to recognize the necessity for educating children is to educate the grown-ups and we therefore advise that, where there is a probability that these schools will be successful—and they have been found successful in other places when managed, for example, by co-operative societies, steps should be taken to give them a trial.

34. Residential primary schools.—Some witnesses favoured residential primary schools and suggested that these institutions should be established by way of model schools in towns. Others thought that such schools were necessary in certain areas on account of the scanty population and scattered villages though they admitted that itinerant teachers would be a better and more economic arrangement. A large volume of opinion was, however, not in favour of residential primary schools as they would divorce children from the home influence at an early age. A small number of witnesses favoured residential primary schools for untouchables and other backward classes.

We are of opinion that no need has been established for residential primary schools in Ajmer-Merwara. We consider, however, that the experiment might be tried of employing a few travelling teachers who would go about from village to village in a limited area spending a few weeks or months in each, imparting instruction to the few children of the village and carrying with them a few simple books of interest to read or leave with their pupils, especially in Merwara where hamlets are scattered over hills.

35. Bilingual and multi-lingual areas.—Evidence showed that in the educational field Ajmer-Merwara has its own linguistic problem. Primary education is best imparted in the child's own mother tongue which, to the majority of children, is one of the dialects Merwari, Mewari or Dhundari. In rural areas, as also in certain urban areas, one of these dialects is used for both correspondence and financial transactions. The province, it was said, can be divided roughly into three distinct areas with regard to these dialects, namely Merwara and the northern part of Ajmer for Merwari, the southern portion of Ajmer and the Kekri sub-division for Mewari and the rest of the Kekri sub-division for Dhundari, and the children it was thought could be taught in one of these dialects till they were able to understand and follow Hindi or Urdu sufficiently well. In actual practice a more or less common language or *lingua franca* (Hindustani) is spoken by a large number of people, especially in the towns, though the script used is Persian or Devanagri according as Urdu with its Persian words and derivatives or Hindi with its Sanskrit words and derivatives is taught. In practice Hindi is the chief medium of instruction, since from the point of view of the rural population that vernacular and script have

proved most utilitarian. The only areas which can be called bilingual seem to be the urban areas. In these Hindi and Urdu are the chief languages and bilingual schools were said to be the rule. Many witnesses stressed the necessity of teaching both Hindi and Urdu. Some considered that the language difficulty could be met by making both Hindi and Urdu compulsory as the first language of teachers while undergoing training in order to fit them to teach in Urdu and Hindi efficiently and by making a judicious selection of centres for opening primary schools where either Urdu or Hindi would be taught to all or, at least, the large majority of the children. Others advocated the teaching of both languages to Muslim and Hindu boys, provided that the learning of two languages by a boy in a primary school was not too heavy a burden for him. Others would have Hindi and Urdu taught in the same school by the same teacher, one language to one set of boys and another language to the remaining boys, by the use of published text-books, giving identical words and sentences written in the two scripts. As a means towards this end it was put forward that all text-books used in public schools should be in both scripts but in identical terms. Other suggestions were that Hindu boys should be taught Urdu and the Muslim boys Hindi as their first language in order to bring about a better language understanding and to improve the relations between the two communities, and again it was suggested that, in villages where Muslims pre-dominated, Urdu should be the first language taught in the village school.

The problem of the Ajmer-Merwara rural areas is rather different from the problem of the town. In the rural areas, while practically all people speak some dialect of Hindi, the instruction given in schools, is so far as the written word goes, usually in Hindi but, where the teacher knows Urdu also, instruction is given in Urdu to those children whose parents desire it. It was brought forward, however, that teachers were not fully conversant with both Hindi and Urdu, with the result that the needs of both sections of the community, those who desired the Devanagri script and those who desired the Persian script, were not equally met. We, therefore, recommend that the training school should train teachers who are very largely bilingual; they should have a fairly good knowledge of both the Devanagri and the Persian scripts.

So far as early instruction goes the oral instruction should, in our opinion, be given in the ordinary dialect or language which the children and their parents themselves use, although that dialect may not be identical with the written Hindi or Urdu.

In the city of Ajmer both Hindi and Urdu are spoken. There is a demand for both and provision should be made in schools for the teaching of both Urdu and Hindi, except where the population is sufficiently dense to allow two separate schools, or branches of the same school—one in which Urdu is taught, the other in which Hindi is taught. Unless the school-going population in any area is very large, we consider that it is preferable to have a single school with two sections, one an Urdu section and another a Hindi section,

rather than to have two separate schools, one a Hindi school and the other an Urdu school. We cannot advocate the suggestion made that all pupils in primary schools should be made to learn two languages, one in addition to the language of their home.

Schools for pupils who take Gujarati or some other well-known language are also necessary, since Ajmer is a very large railway centre with a large imported population. These schools should naturally be recognised and assisted from public funds in the same way as are schools in which either Hindi or Urdu or both are taught.

36. Medical inspection.—There is no system of medical inspection of children in primary schools in the province. Some witnesses suggested that a periodical medical examination of school children was necessary in order to make primary education a success. On the other hand it was stated that medical inspection in primary schools, though desirable, was not practicable. It was generally agreed that such inspection, if decided upon, could be carried out more easily in urban than in rural areas.

We agree that medical inspection of children is necessary and that a system of medical inspection should be started in the municipalities and experience gained of its working there before it is extended to rural areas. Schemes, with a view to ensuring that full effect is given to it and to obtain co-operation of parents, will have to be worked out. The system should be applied to both boys and girls. At the same time we recognise that, in its application to girls, medical inspection will have to be conducted with great care and very tactfully and there may be difficulty in securing qualified women to inspect children in girls' schools.

As in the case of Delhi, we recommend that school buildings and surroundings should be subject to strict medical inspection by some health officer of standing, who should not be a subordinate of any local body which controls schools.

37. Fees and free education.—Fees were formerly charged in Government primary schools but they were abolished two years ago. Fees are charged in municipal schools from boys but not from girls, and in Mission schools from both. It was stated that in railway schools fees were charged in the primary departments of the high schools at 3 annas in class I, 4 annas 6 pies in class II, Rs. 1-2 and Rs. 1-4 in classes III and IV respectively which were anglo-vernacular classes. It was admitted that, though it was difficult for railway employees on low salaries to pay fees, yet all railway employees were so keen on the education of their children that they paid them. Though it was accepted that free education would tend to encourage the expansion of primary education, evidence on the subject whether fees should or should not be charged was very conflicting. Some witnesses considered that free education was a mistake, that, while it should be provided for the poor and for the untouchable and other backward classes, there should also be fee-paying schools run either by Government or by private bodies for children of the better classes or of those parents who objected to their children learning with the boys lower in the social scale.

Other witnesses held that fees should be charged in all primary schools, even from pupils of these lower castes as many of them paid fees even now; remissions on a large scale would be necessary so as to obviate hardship on the very poor.

Compulsion has not yet been introduced in Ajmer-Merwara, but we think that with a view to its introduction and as an incentive to parents to send their children to school no fees should be charged in primary schools. The majority of us, however, consider that primary sections of secondary schools stand on a different footing from primary schools and that, since the object of the former is in the main to educate children who will go on to higher education and not merely to break down illiteracy, reasonable fees might be charged by the managements in the primary departments of secondary schools. A case was brought to our notice where the fees in some of the primary classes of a high school appeared to be unreasonably high: we had representations made to us that the parents of the children attending the school found difficulty in paying the fees.

38. Concessions to school children.—Many witnesses recommended the grant of free books and stationery and of free clothing, *e.g.*, a uniform, in needy cases and to children of the untouchable and other backward classes. Some stated that children of these latter classes came to school in most cases without having had anything to eat and that it would be desirable if a free meal or a glass of milk were served to them on coming to school, though this suggestion was criticised by others as being difficult to arrange and as hardly likely to popularise education. Scholarships on a more liberal scale were also suggested to be given on grounds of poverty rather than on grounds of merit.

We recommend that the concessions proposed by us in the case of pupils from the untouchable classes in Delhi, *e.g.*, free books, slates, stationery, reading and writing materials and other concessions, should be extended to pupils from the untouchable classes in Ajmer-Merwara.

39. Compulsion.—Compulsory education is not in force in any part of the province, so that witnesses had no local opportunity of judging the conditions under which the system worked.

40. Introduction of compulsion.—Witnesses dwelt at length on the various aspects of the case for and against compulsion. The majority of opinion appeared to favour the application of compulsion for boys in urban areas only and its gradual extension to rural areas. The suggestions made in this connection favoured the commencement with cities and towns having a population of 5,000 and over or with all municipal areas, *e.g.*, Ajmer, Beawar, Kekri, Nasirabad and Pushkar, spreading gradually to rural areas. Some of the witnesses would make a beginning in the rural areas by applying it at once to certain villages and tehsils like Todgarh, Bhim and Jawaja. Others would not apply it to rural areas for another three years or more. Some witnesses held that it would take six or seven years to make compulsion a success in Ajmer

city and ten years to introduce it into Beawar, while others considered that it would take five years to apply compulsion universally in urban areas. During the subsequent five years they would take up the more important Shamlat areas, like Pushkar, but they considered that in rural areas it would take several years to prepare the ground for compulsion before it could be introduced and to exhaust measures under a voluntary system.

Such of those as recommended compulsion for girls did so on the ground that unless women were educated the country could not progress. But the majority of opinion was against compulsion for girls either in the urban or rural areas. It was not considered practicable now or in the near future; it was pointed out that prejudice and ignorance amongst parents would, at the present stage of progress, call forth opposition and that some time must be allowed for parents to realise the value of education; meanwhile. all steps should be taken to advance the education of girls under a voluntary system. Some witnesses considered that conditions were likely to change sufficiently in a few years' time to warrant the introduction of compulsion for girls.

The age limits recommended by witnesses varied from a minimum of five to a maximum of twelve years, but the ages that were favoured by the majority of witnesses were six to eleven for boys and six to ten for girls. All witnesses were in favour of the same ages being applied to children of all communities.

A few advocates of compulsion would apply it gradually by fixing the percentage of attendance required at a very low figure and increasing it gradually as parents got used to sending their children to school. Exemptions within the percentage were recommended, provided the granting of such exemptions was in the hands of the panchayat. Suggestions were also received in favour of " permissive " compulsion which would become " absolute " in not less than ten years and for applying it first to those areas where schools already existed, concessions as to age and other matters being granted to suit the wishes of the people. Witnesses scarcely realised the practical difficulties in the way of introducing gradual compulsion—a system which allows of much abuse and considerable complaint, since some of the residents of any area in which it is introduced would be exempted for reasons that would be questionable.

41. Prejudice against compulsion.—Some prejudice against compulsory education appeared to exist in the province on educational, economic, social and religious grounds. Very few witnesses recognised that one of the main objects of primary education was to ensure literacy. They stated that the present system of education, not being utilitarian, had not in the rural areas found favour with the people whose children were a help to them in earning a livelihood; they laid emphasis on the consideration of this, the economic, aspect of the case. They suggested inducements in the way of free food, clothes and materials, including sewing materials for girls, more convenient school hours and part-

time and night schools. Furthermore, it was put forward that officials connected with the villages, such as revenue officers and inspectors of agriculture and co-operative societies, could render much service by urging the needs of education on the people. Prejudice against associating with children of the lower classes and untouchables was, it was said, not a negligible factor in the opposition to primary education which was anticipated in the urban areas. This prejudice against certain of these classes was said to be fast dying out but it remained strong against sweepers; it was not likely to weaken against them for many years and, in the event of compulsion being applied, it would call for the definite provision of schools for them located in the areas where they live.

The Muslim element in the province, owing to lack of facilities for teaching the Koran, did not appear to be in favour of primary education divorced from religious instruction. To meet the wishes of the parents witnesses held that schools which were definitely Muslim in character and instruction should be encouraged by liberal grants to impart secular education or that facilities should be provided for religious instruction in secular schools. Some Muslim witnesses even went so far as to suggest that the enforcement of compulsion should be subject to the proviso that religious instruction was imparted, that Muslim teachers were employed and that conveyances for girls were provided.

We are of opinion that the provisions of some Primary Education Act, for example, that of the Punjab or of the United Provinces, which allow the enforcement of compulsion, should be made applicable to Ajmer-Merwara. We are further of opinion that the time is now ripe for the introduction of compulsion for boys alone in selected areas, these areas being Ajmer, Beawar and the town of Pushkar where there is a compact and more advanced population. As time goes on and experience is gained compulsion will doubtless be extended to other areas. In its application to a large municipal area the authorities will no doubt bear in mind the schemes which have been set on foot for the introduction of compulsion in other large areas and its full application within a specified period, which has generally been one of about five years. We consider that the age limits should ordinarily be from six to eleven.

42. Exemptions.—While the majority of opinion favoured the application of compulsion throughout the primary course there was no agreement among witnesses as to whether compulsion should apply universally to boys of all communities in the area in which it is applied. Some held that it should be applied to all without exception, but others would consider exemptions on the basis of the economic condition of the children concerned rather than on the basis of particular communities. The need for partial exemption for children of the agricultural and labouring classes was also put forward. Some advocated exemptions for Kanjars and Sansis on account of their nomadic habits and for sweepers on account of the prejudice against them. Exemption was also advocated for those children who took to anglo-vernacular education but could not

attend vernacular schools, although they were within the age limits at which compulsion was enforced, and for boys who were getting equal or better education privately. Witnesses favoured the establishment of local panchayats to decide which pupils should be exempted and for how long. The need for close supervision of these panchayats was stressed and it was suggested that such control might be vested in a committee of representatives of panchayats and officials of the Education Department. It was also put forward that children of servants in district and cantonment areas should be exempted if the number of children was not sufficient to warrant a school, and that Muslims should be exempted from compulsion in urban areas till the results of schemes for voluntary education had been gauged.

We recognise the backward state of education and of the people generally in Ajmer-Merwara, but we do not recommend the exemption of any particular communities because we do not desire to place one part of the community in an inferior position as regards educational opportunity and because we do not anticipate that, if compulsion were introduced, it would be a cent. per cent. compulsion for many years. The idea of compulsion, however, as applied to primary education, should become familiar to the people. In applying compulsion it will be necessary to bear in mind the needs of the daily life and the nature of the occupations of the untouchables, especially when the hours for attendance are determined as has been done in Delhi and elsewhere.

43. Safeguards.—In addition to facilities and provision for exemptions discussed above, the following safeguards against possible hardships were suggested by witnesses—travelling teachers for children reading in the hills who could thus be taught in their own hamlets; in the rural areas the schools should be within one mile radius and teachers should be recruited from among the community predominant in such area; teachers for the untouchable and other backward classes should be selected from among those sympathetic towards them; propaganda; light punishment in the beginning for evasion of the law; institution of night schools and scholarships; monetary and other forms of help to indigent parents; free books, stationery and free clothing and washing materials to poorer children; exemption of children of blind and infirm parents and *purdahnashin* ladies; right of appeal to educational or other authority; special tribunal of three honorary magistrates for any local proceedings that might arise in urban areas; paid attendance officers carefully selected for their integrity and breadth of vision and under the control of the Education Department. Besides the attendance committees, the establishment of an additional committee with executive functions, which should be closely associated with and be under the control of the inspector of schools, was advocated, the committee having a voice in the selection of teachers and being able to visit schools. The rural areas should be divided into circles and each circle should be placed under one of the members of the district board, who would visit schools, hear complaints and

see whether proper education was being given. He would then advise the Government inspecting staff. Members would thus, it was said, individually take an interest, although collectively they do not at present. For girls' schools some respectable ladies should be deputed as honorary inspectors instead of entrusting the work to the district board or municipal committee, although so far as rural areas are concerned district boards, it was held, could if they wished do the work efficiently.

Such of these suggestions as we accept are dealt with in other parts of the report; some of them are impractical.

44. Cost of compulsion.—The question of meeting the extra cost which would be entailed if compulsion were introduced was dealt with by witnesses and the following suggestions were made:—

The cost of compulsion should be met by Government, from District Board and Municipal grants, from fines, from railway funds, by contributions from istamrardars and landholders; from an entertainment tax and indirect taxation; by retrenching under non-educational heads in State departments; in municipal areas municipalities should contribute 50 per cent. of the cost, the funds to be raised by taxation; in rural areas Government should contribute 75 per cent. of the cost; large employers of labour should provide education by meeting the whole cost of their own schools or contribute to local educational funds.

The male population and the number of boys of school-going age in each area are shown below:—

Area.	Male population.	Boys of school-going age.*
1. Ajmer District Board	173,811	22,943
2. Ajmer Municipality	67,597	8,923
3. Beawar Municipality	12.016	1 586
4. Kekri Municipality	2,913	384
5. Deoli Municipality	1,918	253
6. Nasirabad Cantonment Board	11,811	1,493

* Reckoned at 13·2 per cent. of the male population.

We now proceed to take each area separately and work out the cost. Before doing so, however, it is necessary to specify the existing costs which will explain the difference between the figures adopted for schools in the rural and in the urban areas.

The average rent for a primary school for 40 boys in the urban area is Rs. 180 per annum and for a rural school Rs. 60 per annum. The average expenditure on contingencies would in the case of a large urban school be Rs. 360 per annum and for a rural school Rs. 20 per annum. The reason for the large expenditure on contingencies in urban as compared with rural areas is that since in urban areas the present Government and board primary schools are held in large buildings with an enrolment of from 150 to 300 children, the school buildings containing furniture and appliances

worth several hundred of rupees, it is essential to employ for such schools a whole-time chaukidar, a waterman, a farash and a sweeper. The same staff, costing on an average Rs. 30 per mensem, due to the high cost of living in towns, would be needed whether the school accommodated 100 boys or 300 boys. In case there were urban primary schools located in thickly populated areas where no special watch, beyond that provided by the police, was necessary over the furniture stocked in it, it would be possible to do with a part-time farash and waterman on Rs. 6 per mensem and a part-time sweeper on Rs. 2 per mensem, so that the total annual cost including Rs. 2 per mensem for ordinary miscellaneous charges would come to Rs. 120 per annum. The figure for rural schools, namely, Rs. 20 per annum, is the amount actually paid in the district for a rural school where the enrolment averages 30 or 35 children. We have, however, taken the larger figure of Rs. 360 per annum for urban schools as most of these schools could not in our opinion be so located as to enable the part-time services of menials to be utilised in the manner stated. Taking each area separately the cost would work out as follows:—

Ajmer District Board.—The estimated number of boys of school-going age is 22,943; at 40 boys per school the number of schools required for all such boys would be about 574. Assuming that the rent of a building sufficient to accommodate 40 boys would be about Rs. 60 per year, that the pay of one teacher for teaching these 40 boys would be about Rs. 25 per month or Rs. 300 per year and that contingencies come to about Rs. 20 per year, the total cost per school would be about Rs. 380 per year. Hence the recurring cost of all the schools to be maintained by the District Board would be about Rs. 2,18,120 annually.

Ajmer Municipality.—The estimated number of boys of school-going age is 8,923; at 40 boys per school the number of schools required for all such boys would be about 223. Assuming that the rent for a building sufficient to accommodate 40 boys would be about Rs. 15 per month or Rs. 180 a year, that the pay of one teacher to give instruction to these boys would be Rs. 25 per month or Rs. 300 per year and that contingencies come to about Rs. 360 per year, the total cost of one primary school would be Rs. 840 per year. Hence the recurring cost of all the schools to be maintained by the Ajmer Municipality would be Rs. 1,87,320 annually.

Beawar Municipality and Nasirabad Cantonment Board.—The estimated population of school-going age in these areas is 3,079; the number of schools, therefore, would have to be 77. Since these areas can be taken to be urban, the cost per school would be the same as estimated before, namely, Rs. 840 per school per year. Hence the recurring cost of schools in these areas would be Rs. 64,680 annually.

Kekri and Deoli Municipalities.—The estimated number of boys of school-going age is 637; this number can be taught in 16 schools. These municipalities being small, rural conditions can be taken

to prevail. The cost per school would therefore be about Rs. 380 per year. The total cost works out at Rs. 6,080 per year.

Final results—

	Rs.
Amount to be spent in Ajmer District Board .	2,18,120
Amount to be spent in Ajmer Municipality .	1,87,320
Amount to be spent in Beawar and Nasirabad .	64,680
Amount to be spent in Kekri and Deoli . .	6,080
TOTAL .	4,76,200

Hence at a conservative estimate a sum of about Rs. $4\frac{3}{4}$ lakhs would have to be spent annually. But this figure is not an estimate of the immediate needs: it is the ultimate cost and will only gradually be worked up to in the course of several years after compulsion is universal.

The amount that is being spent at present (1928-29) on boys' primary schools in Ajmer-Merwara from public funds as well as from fees and other sources is Rs. 1,09,147. The amount spent from public funds alone is Rs. 73,789. Hence, if local bodies or Government take over the control of primary education without seeking the assistance of private bodies, the amount to be spent from public funds, in order to provide facilities for primary education for all boys of school-going age, would have to be increased by about Rs. 4 lakhs. But, if endowments and subscriptions from private sources continue as heretofore, the corresponding increase would be about $3\frac{1}{2}$ lakhs of rupees. The same principles which we have adopted in Delhi should be applied to Ajmer-Merwara except with this addition. In the rural areas the istamrardars appear to pay nothing at all or practically nothing for education, and some means might be devised which will ensure that they assist in meeting some portion of the cost of educating the children of their lands. We are not in a position to estimate the tax paying capacity of the people of Ajmer-Merwara. But, notwithstanding any additional funds that may be raised locally, considerable additional funds will have to be provided from Central Revenues if the needs of the province in primary education are to be met.

45. Co-education.—There was a wide difference of opinion on the question of co-education. Some witnesses considered it desirable, others were opposed to it. Some advocated its adoption in towns only, some in villages only and some in both, but the balance of opinion was in favour of co-education (which was said to be already in force to some extent in boys' schools in both rural and urban areas) only in girls' schools and under women teachers. As, however, the supply of women teachers was not sufficient and it would take some years to augment the present supply, there were said to be great practical difficulties in the way of giving effect at present to this suggestion. Co-education was said to have met with success in rural areas where favourable sentiment had been created, owing to the work having been carried on for a sufficiently long period to change local ideas and remove prejudice against the education of girls. The ages up to which co-education was

recommended were generally 8 or 9 in the urban areas and 9 or 10 in rural areas.

The remarks made by us on the subject of co-education in our report on Delhi are equally applicable to Ajmer-Merwara. As stated therein, there is no objection on theoretical grounds to co-education up to about the age of 8 if the parents do not object to it. This statement should not, however, be taken as meant to imply that, where schools under women teachers exist, little boys should be admitted to the exclusion of girls. In all schools with women teachers girls should have a prior claim for admission since the supply of women teachers is very small, the education of girls very backward and the accommodation very limited.

In many villages the population and consequently the number of children of school-going age are so small that only a single-teacher school can be maintained. In such a school co-education is a necessity, boys and girls sitting side by side to be educated.

It is a well-known educational fact that women are, in general, better teachers for young children than are men. That being so, the village single-teacher school should be staffed by a woman teacher. Moreover, since parents are not altogether opposed to sending their little girls to receive education side by side with little boys, provided that the teacher in charge is a woman and not a man, another reason stands forth why the single-teacher village schools should be staffed by women and not by men.

We thus reach the conclusion that for a real advance of primary education, especially in rural areas, a large supply of women teachers is an absolute necessity. At the present time the number of male teachers to the number of women teachers in Ajmer-Merwara is as 4 to 1. In order that education may permeate the villages this ratio will have to be considerably reduced.

46. Present occupation of untouchables and backward classes.—In Ajmer-Merwara, as in Delhi, there is considerable difference of opinion as to which classes are really untouchable, but we have ascertained that sweepers are the only class whose touch is considered to be polluting but that there is prejudice against Kolis and Chamars. Sweepers are engaged in scavenging, Kolis are engaged in domestic service and in railway shops while Chamars are employed as masons and in allied industries or in leather work.

47. Statistics of untouchables.—According to the census of 1921 the numbers belonging to the three castes we have mentioned in the preceding paragraph were—

Caste.	Males.	Females.	Total.
Bhangi (sweeper)	3,127	2,673	5,800
Koli	3,741	3,489	7,230
Chamar	6,172	6,106	12,278

We have been unable to ascertain the number of children of these classes in schools in the province as separate statistics of them have not been maintained. We were informed, however, that last year there were four sweeper children in one of the Government primary schools in the district. They were not allowed to sit inside the class-room but had to be content with a seat outside the door.

48. Prejudice against and backwardness of untouchables.—The evidence given before us showed that, though some progress had in recent times been made towards the social uplift of the untouchables and other backward classes, their position was still deplorable and much remained to be done. Though prejudice against other backward classes had broken down to an appreciable extent, yet against sweepers as untouchables it continued unabated. In addition to class prejudice, other factors played a considerable part in accounting for the educationally backward condition among these people. Superstition, poverty and necessity of young children helping to earn, indebtedness, drink, extravagance, and excessive expenditure on marriage and other ceremonies were said to be the chief obstacles in the way of their advancement, while their own sense of inferiority deprived them of any desire for education, culture or uplift. There does not appear to be any unwillingness on the part of the Arya Samaj and Christian missionary schools to admit children belonging to these classes, while publicly managed (that is Government and Municipal) schools are open to them, but there was said to be unwillingness on the part of some other private managements to admit children of the untouchable classes into their schools. Some cases were mentioned in which, owing to caste prejudice, these lower caste children had been turned away or discouraged from coming to school by teachers or by their fellow pupils. This prejudice was stated to be particularly noticeable in schools where high caste girls attended. It was also put forward that the prejudice against them was based on sound hygienic grounds, since the children of sweepers were bodily dirty and such clothing as they had was unwashed and unclean, and that contagious diseases were liable to be spread by their presence in schools where all children come into intimate contact with each other. In 1928, 847 children of these classes received instruction in public institutions.

49. Existing provision for education of untouchables.—An experiment of having schools for children of the untouchable and other backward classes has already been tried in Ajmer city. Five schools were opened for them but, before they could be inspected for recognition, it was found necessary to close four owing to lack of funds. Though intended primarily for pupils drawn from these classes, boys of other communities were not excluded and it was mentioned that many children of other communities had also attended them. At present there are no special schools as such for these classes, but we visited in Ajmer city two mission schools located in the areas peopled by the untouchables and found a larger number of them than of the other classes in the schools. There are two municipal schools in Ajmer and a few

in Beawar located in areas inhabited by these classes, in addition to one mission school in Beawar in which the children of the better classes, though not excluded, do not seek admission. In schools where all classes of the people are admitted sweepers are not allowed to sit inside the class rooms owing to the strong prejudice that is still prevalent against them amongst other children. They sit on the verandah of the school. Children of untouchable and backward classes other than sweepers are, however, admitted to equal treatment, though teachers were said to be unsympathetic towards them. It was put forward that there were objections on the part of these classes to attending mission schools as the latter are run on religious lines, religious instruction being compulsory in them. It was on the other hand reported that in Pushkar, the stronghold of Brahminism in Ajmer-Merwara, children of these classes had recently been admitted with other children to schools under public management with equal treatment without much opposition.

50. Expansion of education among untouchables.— The suggestions put forward for expanding education amongst untouchables were propaganda; part-time schools in the morning and evening; withholding by Government of recognition and grant from any school that refused admission to them; issue of instructions to all rural schools to receive children of any class, the seating of them being left to the discretion of the teacher; opening of separate sections in school for these people where they attended in sufficient numbers; the award of higher grants to schools which had a great number of such students on the rolls, additional grant being possibly paid on every child of the untouchable and other backward classes admitted; the remission of all fees; payment of the charge for washing their clothing; grant of prizes, scholarships or stipends; free meals, free clothing and free books; grant of compensation to parents for the loss of the services of their children; reservation of seats and the provision of industrial training. Provision was also suggested of special schools in urban areas, since there were very few untouchable children in each village, and of residential schools in rural areas. Witnesses who appeared before us considered that special schools were necessary for sweepers owing to the strong prejudice against them. These, they said, might be located on the outskirts of the localities where these classes lived. No special schools were said to be required for other backward or depressed classes, but the reservation of seats for them was advocated in all primary schools. It was stated that separate schools were necessary for sweepers until they reached at least the lowest level of education prevailing among the higher classes and that they would receive much better treatment in special schools than in the ordinary schools.

While we are of opinion that, while it is undesirable to have special schools for any class of the community whatsoever, we recognise that there is a very powerful feeling, based on social and on hygienic grounds, against the children of sweepers sitting side by side with other children. Recognising this feeling, we are

prepared to advise the institution temporarily, for a period that we are unable to define, of special schools for the really untouchable classes of whom the sweepers are the main, if not the only, class in Ajmer-Merwara. These schools should, we consider, be located in sanitary areas which are as near as possible to the homes where the majority of the untouchables live.

No special officer appears to us to be required to do propaganda work among untouchables.

51. Industrial and vocational training for untouchables.—The question of vocational and industrial training of untouchables and other backward classes received considerable attention from witnesses who suggested that elementary training should be given to these classes in ginning, weaving, masonry, lace making, silk weaving, hosiery, colouring, painting, engraving, ornamenting, carpentry, gold and silver smithing, pottery and improved methods and designs in basket making, in leather work and in weaving. It was also put forward that, after four or five years' work on ordinary lines, children of these classes should be given a year's training in a special industrial school in their hereditary calling in order to make them more efficient smiths, tanners or shoe-makers and the like. It was stated that what was wanted was that children should be able to add to their income when they grew up and thus help in their own economic and social uplift.

We have already stated our views in paragraph 29 on the subject of practical and industrial training. We do not consider it necessary to go so far as witnesses suggest and are unable to accept their views on this question—views that are not based on the principle that the chief object of a primary education is the breaking down of the illiteracy of the people.

52. Grants-in-aid and reservation of seats for untouchables in ordinary schools.—While the award of higher grants to a school which admitted pupils from the untouchable classes found favour with witnesses, it was pointed out that careful inspection and thorough control were necessary to prevent abuse of such a concession. Opinion was divided on the question of reservation of seats for children of these classes in ordinary schools. We do not consider that any special grants-in-aid to schools for untouchables or reservation of seats in ordinary schools is necessary.

53. Teachers for untouchables.—Various suggestions were made on the subject of recruitment for the teaching staff of schools for untouchables and other backward classes. The treatment meted out to the children of untouchables was held to be due entirely to the teachers, and it was suggested that an undertaking that they would not object to teaching pupils of any class of the community, including untouchables, should be required from them before they were selected for training or appointment. Some witnesses held that admission to the training school should be on merit alone and that no special reservation should be made for these or

for any other classes, but the majority contended that without special encouragement no teachers from these classes would be forthcoming. They urged the reservation of 20 per cent. of the seats in the training school for the untouchable and other backward classes, this percentage being fixed roughly on the basis of their population. The possibility of the untouchables ultimately having teachers from their own communities found general favour with witnesses who pointed out the case of two Balai (untouchable) teachers in Beawar who were working satisfactorily. Witnesses, however, realised that this prospect was an ideal not within the range of practical politics at an early date; they considered that if higher salaries were offered teachers from any community would soon be available. The majority of opinion favoured the recruitment of teachers from the communities that were sympathetic towards these classes until the necessary number of teachers from their own class was forthcoming. It was suggested that ten seats out of the 25 seats available in the training school should be reserved for the untouchable and other backward classes, though it was not anticipated that more than about four or five candidates would at present be available. While advocating every kind of encouragement for girls of these classes to take to the teaching profession, witnesses did not think that girls of the untouchable classes would be available in any appreciable number for many years to come, as conservatism among women was far more marked than among men. Doubt was also expressed as to whether women teachers from these classes would be popular in ordinary schools, though they would be suitable for schools for girls where the pupils belonged to their own class.

We agree that it is generally advisable to obtain teachers from the community which has to be taught and that where any community has a very limited supply of teachers special facilities might be given in the way of scholarships to any youth who appears to have sufficient intellectual ability to pursue his course of studies to such a stage as would enable him satisfactorily to undergo a course of training to become a teacher. These scholarships would begin after the primary stage. We consider that untouchables should have a first claim to a certain number of places in training schools, provided that they come up to the minimum standard laid down of education, character and other qualifications which are demanded from other entrants.

Since the environment of some of the untouchable classes affects them adversely as compared with those who come from homes of easier circumstances, we consider that the best and most modern methods of teaching are specially necessary in schools for the untouchables.

54. School finance.—Schools maintained by Government are financed entirely from Government funds. Those maintained by the Municipalities of Ajmer and Beawar are financed entirely from the funds of these local bodies. The Cantonment Board, Nasirabad, and the Municipality, Kekri, maintain no primary

schools of their own, though the Cantonment Board proposes to open a school of its own and divert to its maintenance funds now used in giving a grant to a secondary school. The Deoli Municipality spends nothing on primary education. The District Board provides, as far as possible, buildings for primary schools in rural areas and maintains such school buildings. It pays the salaries of 38 teachers. The schools are equipped and the salaries of other teachers are paid by Government. The position of private schools in the different areas and the complaints made by witnesses are:—

(*a*) The Municipality of Ajmer sets aside a sum for grant-in-aid to schools under private management in the area under its control and makes a *pro rata* distribution among the several schools. It also reserves one-twentieth of the total sum allotted for grant-in-aid for encouraging unaided and unrecognised schools. This sum is distributed among all unrecognised schools and each gets a very small amount. There was a general complaint that the recognised institutions do not get enough aid owing to want of funds, while some witnesses also stated that grants were distributed in an arbitrary fashion. So far as the unrecognised institutions are concerned witnesses condemned the present practice of giving grants to them on the ground that the small amount given by the Municipality do not enable these institutions to become efficient and to work up to a standard required for recognition.

(*b*) The Cantonment Board at Nasirabad was aiding on mission school in respect of its primary section to the extent of Rs. 2,400 per annum. This aid has now been withdrawn; the Cantonment Board is providing a school of its own.

(*c*) The Kekri Municipality does not aid any primary schools. The private primary schools in existence there are aided by the *Dharmada* tax which is recovered along with but in addition to the octroi. The amount of *Dharmada* tax recovered is not brought on the books of the Municipal Committee. The amount is distributed among all the private schools by the several *Dharmada* committees constituted from the local residents and representatives of the different communities.

(*d*) Grants to girls' schools in towns like Nasirabad and Beawar are said to be unevenly distributed and insufficient.

The following suggestions were made:—

(1) There is no bar to the Ajmer Municipality giving the entire amount set aside by it for aid to unrecognised institutions to one or two schools to make them efficient instead of helping a large number of inefficient schools each to an inadequate extent. On principle it was recommended that the former should be the policy of the Municipality. Doubt was, however, expressed whether the Municipal Committee would consent to this as outside influence was brought to bear upon its members, most of whom are persuaded to hold the view that they should help a large number of schools each with a little money rather than help a small number of schools with larger sums. As an alternative, it was suggested that it might

be possible to persuade the Committee to rule that it would pay a contribution to an unrecognised school for only one or two years, after which period the grant would be withdrawn if the school failed to gain recognition.

(2) The budget allotment for education should at least temporarily be distributed in proportion to the population of backward or minority communities. The expenses of recognised schools of such communities should first be met out of the amount earmarked for each community and the balance distributed among the unrecognised schools of these communities. The inspecting staff should inspect unrecognised institutions to see whether they deserve any special attention in this respect.

(3) More adequate grants should be given to girls' schools in urban areas like Nasirabad and Beawar.

(4) Grants-in-aid have been made by Government and municipal and district boards in recent years on the basis of attendance, while special building and equipment grants are also awarded. The amount given is ridiculously small and has not in several cases come up to even one-sixth of the cost of maintenance. It was recommended that it should be increased to at least half the cost.

(5) Grants are made according to the rules but they should be more liberal and changes should be made on the following lines:— (1) the earmarking of budget grants for minorities; (2) the fixing of the minimum rate of expenditure for Municipal and District Boards; (3) the adoption of a sliding scale for the grant of Government subsidy according as the local bodies spend their funds on education above the fixed minimum; (4) special grants for trained teachers, alternatively such teachers should be placed by Government at the service of private agencies free of charge.

The rules of grants-in-aid by local bodies to private institutions are laid down in the memorandum from the Chief Commissioner, Ajmer-Merwara, No. 21 CC/27, dated 6th April 1927, to the Commissioner, Ajmer. Schools should get up to half the total cost in the case of institutions for boys and up to three-quarters in the case of institutions for girls. In practice, for want of funds, the grants admissible have not been awarded either by Government or by local bodies. We consider that, as the rules are sufficiently liberal, no change is required in them; all that is required is more money which will enable the maximum grants admissible under the rules to be awarded.

We have already discussed the question of the grants to unrecognised institutions made by the Ajmer Municipality.

We are of opinion that, until the finances of the municipality permit the payment in full to recognised institutions of the grant earned by them, no aid should be given to unrecognised institutions and further that it is preferable to pay substantial grants to a few unrecognised institutions, which will enable them to reach the standard required for recognition, than to pay small grants to a large number of unrecognised schools. In respect of the

Cantonment of Nasirabad we endorse the view which has already been put forward, we understand, by the Government of India in the Army Department that cantonment areas should apply the provisions of the Cantonment Act so as to ensure that additional facilities offered for primary education in Cantonment areas should be similar to those in the neighbouring areas. The cantonment authorities, we trust, will take the advice of departmental officers, especially of the lady educational officers, in connection with the maintenance or assistance of girls' schools in their areas. We are unable to endorse the suggestion made that grants-in-aid should be earmarked for backward or minority communities. We support, however, the suggestion that additional grants should be given to girls' schools in urban areas like Beawar and in the cantonment area of Nasirabad.

55. Educational finance of local bodies.—The income and expenditure on education (including primary education) of the different local bodies for the last three years is shown in the statement below.

Income and Expenditure of Local Bodies.

Area.	1926-27.					1927-28.					1928-29.				
	Total income.	Expenditure on education.		Expenditure on primary education.		Total income.	Expenditure on education.		Expenditure on primary education.		Total income.	Expenditure on education.		Expenditure on primary education.	
		Boys.	Girls.	Boys.	Girls.		Boys.	Girls.	Boys.	Girls.		Boys.	Girls.	Boys.	Girls.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Ajmer District Board	1,08,980	25,709*	..	24,549*	..	1,28,271	36,856*	..	35,397*	..	†	50,899*	..	49,441*	..
Ajmer Municipal Committee.	5,78,903	6,509	180	..	..	5,52,711	..	..	6,982	6,433	5,66,541	..	..	9,702	7,802
Beawar Municipal Committee.	1,07,679	14,619	1,050	4,337	..	1,04,503	13,777	1,400	4,472	..	1,22,460	13,958	1,200	4,720	..
Kekri Municipal Committee.	35,352	7,759	..	..	..	39,007	9,952	..	..	..	35,959	13,865	..	..	..
Deoli Municipal Committee.	936	..	..	..	..	307	..	..	..	..	500	..	..	..	..
Nasirabad Cantonment Board.	91,704	2,400	..	..	..	94,252	2,400	..	1,200	..	†	2,400	..	2,400	..

* Includes Government grant paid and spent by District Board for primary school buildings.

† Figures not available.

The municipalities in the province and the Nasirabad Cantonment receive no subsidies from Government. The district board is carrying out with the aid of Government assistance a five-year programme of expansion providing for 45 new schools. Apart from this assistance and a grant of Rs. 3,300 for agricultural development the district board receives annually a sum of Rs. 15,000 from Government, Rs. 3,000 of which is spent on education and the remainder on roads and dispensaries. Excluding the special Government grant the district board spent on an average 20 per cent. of its income on primary education. If the special grant and expenditure from it were included the percentage would be raised to 27. Provision has been made in the current year's budget for an expenditure of about Rs. 25,000 on primary education. It was said that there was no reluctance on the part of the district board to spend money on education; so far as its resources permitted it did spend a considerable sum but, since its resources were limited, further funds were not available for education.

The Municipality of Ajmer, it was stated, spent over 30 per cent. of its income on sanitation and just over 4 per cent. on education. Primary schools were taken over by the Municipality from Government two years ago. Witnesses stated that the amount spent on education was increased last year and it was hoped to increase it further this year. For the first year a subsidy had been given by Government, but after that the schools became an additional burden on the Municipality. The present system of sanitation, it was said, was unsatisfactory and extraordinarily expensive, and until a proper system of drainage and water supply was introduced there would be a considerable drain on municipal finance and the amount available for education would be small. The small amount now spent was not due to unwillingness on the part of the Municipality to spend more money but to the fact that it had other urgent schemes on hand, *e.g.*, water supply and sanitation, which involves a very large outlay and which make it difficult for them to commit themselves to any large educational expenditure. About one-third of the amount spent on education was spent on girls' education. The Municipality had set aside Rs. 15,000 for primary education and also funds for building three more girls' schools. If Government gave sufficient assistance, there would be no objection on the part of the Municipality to contribute towards primary education, nor would they object to spending on primary education the money they at present gave in grants to secondary schools and to the Government College, Ajmer, if Government took over the complete liability for giving aid to these institutions.

The Nasirabad Cantonment Board was giving assistance to secondary schools, nothing being spent on primary education. A circular was, it is understood, issued some time ago by Army Headquarters drawing attention to the unsatisfactory condition of primary education in cantonment areas and suggesting that

cantonment boards should spend part of their income on primary education. In view of this the Board have budgeted for expenditure of Rs. 4,000 and propose to spend it on opening a primary school of their own. It was put forward that the Board could not set aside from the fund at present available more than Rs. 5,000 a year for education and that, if it was necessary for additional funds to be spent on education by the Cantonment Board, it would be necessary to impose a small tax. If compulsion were introduced the Board would be willing to contribute its share by imposing an extra cess.

Witnesses who appeared before us stated that as the Ajmer Municipality and District Board are unable to give greater assistance to further primary education Government should give additional grants to privately managed schools through the Education Department; alternatively, Government might allot a certain sum to these local bodies to be spent exclusively on primary education. Privately managed schools in the Ajmer municipal area have not been given grants to the full extent admissible under the rules owing to lack of funds and the Municipality could not apply to Government for extra funds as it was not spending the minimum of 5 per cent. of its income which it was required to do under the orders of Government. It was also put forward that when the five-year programme for educational expansion was submitted to the Government of India they cut down the amounts asked for primary education.

Some suggestions made by witnesses for meeting the cost of compulsion have already been discussed. In regard to funds for financing the various schemes for the development of education, including the education of girls, it was suggested that the Municipalities and the Cantonment Board of Nasirabad and the District Board should be made to allocate funds for education. Some witnesses consider that the local bodies should spend at least 10 to 20 per cent. of their total income on education, if necessary, by reducing expenditure elsewhere. If the cost of primary education went beyond 20 per cent. Government should give aid on the rupee for rupee system. The local bodies which spend money on secondary education should divert it entirely towards primary education and Government should compensate secondary schools for the loss, if any, of revenue due to stoppage of aid from local bodies.

Most istamrardars were said to be anxious to open schools and some do contribute by providing buildings or by meeting part of the cost of schools. No scale of donation or contribution could be asked from them as the district board cess, which they all pay, had been raised recently by 50 per cent. and the amount can be further raised at any time; there is no maximum and no period fixed before which a revision can take place. Responsibility, it was admitted, rests on the istamrardars for the education of the children of the tenants on their estates; it was stated that they had discharged their responsibility in part by contributing buildings and by meeting the cost of schools occasionally, but that no schools

were maintained by them as more than 80 per cent. of them are in debt. We are not convinced that the istamrardārs are fully alive to their responsibilities.

Some witnesses recommended the imposition of additional taxation but almost all witnesses agreed that such taxation, whether in the shape of an educational cess or house tax, would not be popular. So far as the municipal area is concerned it was put forward that a house tax could not be imposed until after the water tax, which the Municipality is thinking of levying, had been imposed.

Statement V in paragraph 7 shows that the expenditure from public funds in 1928-29 on primary schools in Ajmer-Merwara, including Mount Abu and certain railway schools situated outside Ajmer-Merwara proper, was Rs. 73,789 on boys' schools and Rs. 17,021 on girls' schools. The expenditure from Government funds on primary schools in the same area was Rs. 48,991 on boys' schools and Rs. 8,837 on girls' schools. The corresponding figures for expenditure from board funds were Rs. 24,798 and Rs. 8,184. Thus the expenditure on boys' schools from public funds is a little more than four times that on girls' schools, while Government spent about six times as much on boys' schools as on girls' schools and the board spent three times as much on boys' schools as on girls' schools. The population of girls of school-going age is about seven-eighths that of boys of school-going age in the province (namely 35,582 boys and 31,147 girls). According to the educational tables for Ajmer-Merwara for 1927-28, the cost of educating a scholar in a boys' school is about twice the cost of educating a pupil in an elementary institution for girls. A glance at the statement of income and expenditure of local bodies (above) shows that no local body except the Ajmer Municipal Committee spends anything on girls' primary education. This Municipality spent on girls' primary education only four-fifths as much as it did on boys' primary education.

We recommend that Government should lay down a minimum percentage of income which each local body should spend on primary education—not necessarily the same percentage for each local body—and that inducements should be given to local bodies to spend more than this sum by Government paying an amount not less than that which a local body spends in excess of the minimum. We do not consider that local bodies should spend their funds on higher education until they have met fully the needs of primary education.

The grants paid to aided schools by local bodies in Ajmer-Merwara are set forth in rules promulgated by the local Government in the memorandum from the Chief Commissioner, Ajmer-Merwara, No. 21-C. C./27, dated 6th April 1927, to the Commissioner, Ajmer. The grants actually paid were, however, very much less than the grants earned under the rules. A majority of us are of opinion that the first and greatest need is that the full grants earned under the rules should be paid. This does not, however,

imply that we desire at present to express an opinion upon the liberality or illiberality of the grants earned. We would like that the question of the liberality or otherwise of the grants earned be deferred until some experience has been gained of the working of the schools after they have been for some time paid the full amount of the grants earned.

When compulsion is introduced or when it is intended that compulsion should be introduced in any municipal area in Ajmer-Merwara the majority of us consider that it is desirable to levy a special educational cess in that area.

From what we observed in the course of our tour we came to the conclusion that conditions educationally in Ajmer, at least so far as boys' primary education is concerned, are worse than are the conditions educationally for boys' primary education in either Delhi or the North-West Frontier Province, and that considerable additional funds are necessary if Ajmer-Merwara is not only to emulate educational conditions in most of the major provinces but also to keep pace with these other areas under the direct control of the Government of India. How these funds are to be obtained, whether by additional taxation or by additional assistance from central revenues, is beyond the scope of our enquiry; all we wish in this paragraph to emphasize is that additional funds for primary education are needed to an extent that will increase year by year for many years to come until a position of relatively stable equilibrium is arrived at when the whole population is literate.

PART III.—NORTH-WEST FRONTIER PROVINCE.

1. Area, population and language.—The North-West Frontier Province as now constituted covers an area of 13,419 square miles and has a population, according to the census of 1921, of 2,251,340. This consists of 2,062,786 Muhammadans, 149,881 Hindus, 28,040 Sikhs, 8,590 Europeans and Anglo-Indians, 2,020 Indian Christians and 23 others. The chief languages spoken are Pushtu, Hindko Punjabi and Urdu.

2. Civil administration and local bodies.—The province is administered by a Chief Commissioner serving directly under the Government of India, who is also Agent to the Governor-General. There are 28 local bodies, namely the 6 Municipalities (Haripur, Abbottabad, Peshawar, Kohat, Bannu and Dera Ismail Khan), 5 District Boards (Hazara, Peshawar, Kohat, Bannu and Dera Ismail Khan), 8 Notified Area Committees (Galis, Nawanshahr, Baffa, Becketgunj-Khowajagunj, Nowshera-Kalan, Lakki, Tank and Kulachi), and 9 Cantonment Boards and Cantonment Authorities (Nowshera, Peshawar, Risalpur, Cherat, Mardan, Abbottabad, Kohat, Bannu and Dera Ismail Khan).

The province, like the provinces of Delhi and Ajmer-Merwara, has no Legislative Council of its own and its educational policy is open to discussion in the Central Legislature.

3. Constitution of local bodies.—The constitution of the local bodies mentioned in the preceding paragraph is as follows:—

Municipal Committees—

Haripur—18 nominated members, including 5 *ex-officio.*

Abbottabad—17 nominated members, including 5 *ex-officio.*

Peshawar—20 nominated members, including 4 *ex-officio.*

(It has been decided to have 8 elected members, 8 nominated members and 4 *ex-officio* during the current year.)

Kohat—24 nominated members, including 6 *ex-officio.*

Bannu—20 nominated members, including 6 *ex-officio.*

Dera Ismail Khan—22 nominated members, including 6 *ex-officio.*

District Boards—

Hazara—42 nominated members, including 10 *ex-officio.*

Peshawar—68 nominated members, including 7 *ex-officio.*

Kohat—28 nominated members, including 8 *ex-officio.*

Bannu—31 nominated members, including 7 *ex-officio.*

Dera Ismail Khan—35 nominated members, including 11 *ex-officio.*

Notified Area Committees—

Galis—6 nominated members, all *ex-officio.*

Nawanshahr—9 nominated members, including 2 *ex-officio.*

Baffa—11 nominated members, including 5 *ex-officio.*

Becketganj—

Khowajaganj—8 nominated members.

Nowshera-Kalan—6 nominated members.

Lakki—11 nominated members, including 3 *ex-officio.*

Tank—12 nominated members, including 3 *ex-officio.*

Kulachi—11 nominated members, including 1 *ex-officio.*

Cantonment Boards—

Nowshera—6 nominated members, including 4 *ex-officio.*

Peshawar—6 nominated members.

Risalpur—Corporation Sole.

Cherat—Corporation Sole.

Mardan—Corporation Sole.

Abbottabad—7 nominated members, including 4 *ex-officio.*

Kohat—7 nominated members, including 4 *ex-officio.*

Bannu—Corporation Sole.

Dera Ismail Khan—7 nominated members, including 4 *ex-officio.*

4. Functions of local bodies in regard to education.—When the province was created in 1901 the Acts in force in the areas constituting the province continued to apply, except to the extent altered by, or declared not to be applicable by, the provisions of the North-West Frontier Province Law and Justice Regulations, 1901 (Regulation No. VII of 1901). Among the Acts that so continued to apply was the Punjab District Boards Act, 1883 (Act XX of 1883). Under Section 5 of the Scheduled Districts Act, 1874 (Act XIV of 1874), a local Government may from time to time, by notification in the local gazette, extend to any of the scheduled districts or to any part of such district any enactment which is in force in any part of British India at the date of such notification. Under the power thus conferred the Chief Commissioner of the North-West Frontier Province by Notification No. 4-H, dated the 7th June 1912, extended the Punjab Municipal Act, 1911 (Punjab Act III of 1911), to the districts of Peshawar, Hazara, Kohat, Bannu and Dera Ismail Khan.

The Cantonments Act, 1924 (Act II of 1924), applies to the cantonment areas specified above. The educational functions imposed by these Acts on the several local bodies have already been detailed in our report on Delhi and there is no need to recapitulate them here.

5. Government educational administration.—The educational administration of the province is in charge of the Director of Public Instruction, who is responsible for public instruction throughout the province. Before 1923 there was an officer of the Indian Educational Service filling the posts of Inspector of Anglo-Vernacular Education, but in that year his post was retrenched and the Director of Public Instruction has since that time had to inspect all anglo-vernacular schools—work pertaining to the post of Inspector but not pertaining to the post of Director of Public Instruction. In addition to the purely clerical staff he is assisted by a staff of 18 whole-time officers as follows:—

(1) *Inspector of Vernacular Education.*—This officer holds a post in the Provincial Educational Service. He is generally responsible for the efficiency of vernacular education in the province and for supervising and controlling the work of the district inspecting staff. He is required to inspect twice a year, in vernacular subjects, all anglo-vernacular secondary and full vernacular middle schools (boys) in the province and, at his discretion, lower middle and primary schools in order to maintain effective general supervision over vernacular secondary and primary education in each district.

(2) *Inspectress of Girls' Schools (I. E. S.).*—The Inspectress is the inspecting officer of all girls' schools in the province and is immediately subordinate to the Director. She is generally responsible for the efficiency of female education, acts as adviser on the education of girls to executive officers and local bodies and is required to inspect each girls' school at least twice a year.

(3) *Personal Assistant to the Director of Public Instruction.*

(4) to (8) *District Inspectors of Schools.*—There are 5 District Inspectors of Schools, one for each district, each holding a post in the Provincial Educational Service. Each is responsible for instruction in one district and is required to inspect and supervise the work in primary schools and primary departments of secondary schools in the district, and also the work in classes V and VI of lower middle schools. He is moreover educational adviser in respect of boys' schools to the municipality at the headquarters of the district.

(9) to (17) *Assistant District Inspectors of Schools.*—There are 9 of these officers in the several districts, namely, two in Hazara, 3 in Peshawar, 1 each in Kohat and Bannu and 2 in Dera Ismail Khan. They hold posts in the subordinate educational service and are responsible under the orders of the District Inspector for the inspection and supervision of the work of primary schools and primary departments of secondary schools. There are 11 tahsils in the province and the aim of the administration is eventually to have one such officer for each tahsil.

(18) *Assistant Inspectress of Schools.*—This officer is directly subordinate to the Inspectress and, under her orders, is responsible for the inspection of all district board primary schools for girls in the province and of all primary schools for girls and primary

departments of secondary schools for girls at the headquarters of the province.

6. Relation of agency for educational administration with the agency for general administration, Government and Public.—By far the largest number of boys' schools, more than 90 per cent. in fact, is maintained by the District Boards. Private agencies and municipalities maintain about 5 per cent., while only one school is maintained by a cantonment authority. The Municipalities manage their schools through their sub-committees on education, the district boards and the cantonment authority have no such committees. Private agencies manage their own schools and are controlled through the system of recognition and grants-in-aid, the grants being awarded to primary schools from district board and municipal funds. All schools are inspected by the Government inspecting staff.

7. Statistics.—The following statistics relevant to the province have been collected in this paragraph for ready reference:—

I.—*Total population (1921), 2,251,340.*

Total male population	1,229,316
Urban male population	215,041
Rural male population	1,014,275
Total female population	1,022,024
Urban female population	120,808
Rural female population	901,216
Population of school-going age:—	
Urban—	
Boys	32,041
Girls	17,880
Rural—	
Boys	151,127
Girls	133,380
Total—	
Boys	183,168
Girls	151,260

The population of school-going age has been taken at 14·9 for males and 14·8 for females in accordance with the statement in Appendix D.

II.—*Average attendance of scholars in primary schools.*

	In boys' primary schools.	In girls' primary schools.
1926-27	24,062	3,590
1927-28	25,660	3,748
1928-29	26,263	4,327

III.—*Number of primary schools and primary sections of secondary schools showing the number of boys' and girls' schools and the number of pupils attending them.*

(*a*) SCHOOLS FOR BOYS.

Year.	No. of primary schools.	No. of primary sections of secondary schools.	Total.	Pupils in primary stage.		
				In primary schools.	In primary sections of secondary schools.	Total.
1926-27 . .	547	99	646	30,968	14,659	45,627
1927-28 . .	601	133	734	32,575	18,680	51,255
1928-29 . .	621	171	792	33,556	22,310	55,866

(*b*) SCHOOLS FOR GIRLS.

Year.	No. of primary schools.	No. of primary sections of secondary schools.	Total.	Pupils in primary stage.		
				In primary schools.	In primary sections of secondary schools.	Total.
1926-27 .	69	15	84	4,430	1,864	6,294
1927-28 . .	71	18	89	4,699	2,343	7,042
1928-29 . .	81	19	100	5,442	2,539	7,981

IV.—*Number of teachers, men and women, trained and untrained, employed in primary schools in the North-West Frontier Province.*

Year.	Men teachers.			Women teachers.			All teachers.		
	Trained.	Untrained.	Total.	Trained.	Untrained.	Total.	Trained.	Untrained.	Total.
1926-27 . . .	509	400	909	46	121	167	555	521	1,076
1927-28 . . .	447	484	931	29	131	160	476	615	1,091
1928-29 . . .	442	510	952	37	182	219	479	692	1,171

V.—*Expenditure on primary education.*

(*a*) SCHOOLS FOR BOYS.

Year.	Expenditure from					Total expenditure.
	Government funds.	District Board funds.	Municipal funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1926-27 . .	2,33,690	36,750	41,366	6	11,498	3,23,310
1927-28 . .	2,39,382	41,353	39,065	122	10,232	3,30,154
1928-29 . .	2,75,163	25,798	42,494	554	12,828	3,56,837

(*b*) SCHOOLS FOR GIRLS.

Year.	Expenditure from					Total expenditure.
	Government funds.	District Board funds.	Municipal funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1926-27 . .	18,678	3,453	29,370	211	23,641	75,356
1927-28 . .	15,610	10,498	26,264	187	18,539	71,098
1928-29 . .	19,243	11,932	28,882	208	20,941	81,206

8. Duration of the primary school course.—The duration of the primary school course is at present 4 years. Before 1911 primary schools, vernacular as well as anglo-vernacular, had five classes, primary departments of vernacular and anglo-vernacular secondary schools also had five classes. A boy coming from the rural area where there were only primary vernacular schools or primary departments of vernacular secondary schools was compelled to spend one or two years in studying English either in a special class or by joining the IV class of an anglo-vernacular primary school where the teaching of English was begun. To equate the opportunities of rural and urban pupils it was decided to make all primary classes vernacular, to reduce the primary course from 5 to 4 years, to add one class to the middle department and to commence English from the V standard. Although the primary course now extends to 4 years, in practice the period spent by a boy in the primary school is between $4\frac{1}{2}$ and 5 years. The bulk of opinion expressed before us was that the 4-year course did not fulfil its main function, that is, it did not enable the child at the end of the course to attain permanent literacy and that therefore the course should be lengthened from 4 to 5 years. Some witnesses suggested that an increase in the number of lower middle schools was a better

method of ensuring permanent literacy than a 5-year primary course.

We are of opinion that the curriculum for the first 4 years should remain as it is at present, but that the duration of the primary course should be extended by one year and that the course undertaken in the 5th year should contain instruction in English and other subjects which are useful in the every-day life of the boy. The course in the fifth class might differ in different areas—rural and urban—but whatever is determined for this year's course it should be such as will be not only a completion of the primary course but also an introduction to a middle school course, so that a boy who reads for the 5th year in a primary school shall not be compelled to spend more than 3 years in the middle school course.

We have come to the above conclusion on the assumption that compulsion will not be introduced in the North-West Frontier Province in the near future, for we think that it would be very difficult at the outset to insist upon compulsion for a period of more than 4 years for the people of this province, although we consider that after compulsion has been in force for some time the compulsory period should extend beyond 4 years.

The duration of the primary course for girls is 4 years, though in practice a girl generally spends 5 years in school, namely 2 years in class I and 3 years in classes II, III and IV. We had evidence before us that in view of recent legislation it was likely that girls would remain longer in school than they had done in the past and many witnesses therefore favoured a 6 years' course with the object of introducing into it considerable training in household duties.

We sympathise with this view, but foresee difficulties, chiefly financial, in advocating a 6-year primary course for girls. We desire, however, to lay emphasis on the need for training girls in domestic duties and are therefore prepared to recommend a 5-year course for girls, though, if the result of the extension of the course would be to utilise funds and teachers which could otherwise be spent in opening additional girls' schools, we would prefer the course to remain at 4 years as at present. We consider the opening of additional schools for girls of more importance than the increase of the primary course from 4 to 5 years.

9. Agencies for management of schools.—The agencies for the management of schools for primary education in the province are the District Boards, the Municipalities, Cantonment Authorities and private bodies, including religious and denominational societies, such as the Anjuman-i-Islamia, the Arya-Samaj, Sanathandharm Sabhas, Sikh Associations and Christian Missions. The position in regard to admission of pupils to the different schools is the same as in Delhi. The number of schools, including primary departments of secondary schools, managed by the different agencies, together with the enrolment of pupils, are shown in the statements below:—

I.—Schools for boys.

(i) *Statement showing the number of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1928-29.*

	Government.				Local Bodies.				Private Management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
District Boards.																
1. Hazara	..	..	..	..	134	9,267	34	4,701	..	..	..	..	134	9,267	34	4,701
2. Peshawar	..	..	..	..	164	8,937	42	5,419	4	257	3	367	168	9,194	45	5,786
3. Kohat	..	..	..	..	92	2,675	26	2,487	1	99	..	..	93	2,774	26	2,487
4. Bannu	..	..	..	..	95	4,490	21	1,519	..	..	..	..	95	4,490	21	1,519
5. Dera Ismail Khan	..	..	..	..	101	3,985	24	2,465	..	..	..	..	101	3,985	24	2,465
Municipal Committees.																
1. Haripur	..	..	..	..	..	..	1	141	2	238	..	..	2	238	1	141
2. Abbottabad	..	..	..	..	1	180	..	..	1	200	1	114	2	380	1	114
3. Peshawar	..	..	..	..	8	1,074	..	..	2	246	5	1,122	10	1,320	5	1,122
4. Kohat	..	..	..	..	3	335	..	..	..	..	2	695	3	335	2	695
5. Bannu	..	..	..	..	2	296	..	..	1	177	4	972	3	473	4	972
6. Dera Ismail Khan	..	..	..	..	1	190	..	..	4	294	3	1,212	5	484	3	1,212

Notified Area Committees.																		
1. Galis	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2. Nawanshahr	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3. Baffa	..	..	..	..	..	..	1	263	..	..	..	..	..	..	..	..	1	263
4. Becketgunj-Khowajagunj.	..	..	..	..	..	..	..	..	*1	66	..	..	1	66	..	..		
5. Nowshera-Kalan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
6. Lakki	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
7. Tank	..	..	..	..	1	254	..	..	..	..	..	..	1	254	..	..		
8. Kulachi	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
Cantonment Boards.																		
1. Nowshera	..	..	..	..	1	195	..	..	..	..	2	339	1	195	2	339		
2. Peshawar	..	..	..	..	..	..	..	..	1	44	2	494	1	44	2	494		
3. Risalpur	..	..	..	..	..	..	..	..	*1	57	..	..	1	57	..	..		
4. Cherat	*Nil.*				*Nil.*				*Nil.*				*Nil.*					
5. Mardan																		
6. Abbottabad																		
7. Kohat																		
8. Bannu																		
9. Dera Ismail Khan																		
TOTAL	..	..	..	..	603	31,878	149	16,995	18	1,678	22	5,315	621	33,556	171	22,310		

* Aided schools.

NOTE.—There are five Government high schools at the headquarters of each principal municipal committee in the province and five at Mansehra, Mardan, Tank, Kulachi and Lukki. but they do not contain primary departments.

2. Notified areas do not maintain their own schools, but there exist D. B. schools and D. B. aided schools, the figures of schools are noted under "District Boards". The Murree Hills area is in the Rawalpindi district.

(ii) *Statement showing the number of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1927-28.*

	Government.				Local Bodies.				Private Management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
District Boards.																
1. Hazara	..	..	..	..	132	9,493	24	3,552	..	..	..	..	132	9,493	24	3,552
2. Peshawar	..	..	..	..	157	8,587	31	4,078	4	232	3	337	161	8,819	34	4,415
3. Kohat	..	..	..	..	90	2,775	20	2,049	1	98	..	..	91	2,873	20	2,049
4. Bannu	..	..	..	..	92	4,324	16	1,388	..	..	..	..	92	4,324	16	1,388
5. Dera Ismail Khan	..	..	..	..	99	3,736	18	1,990	..	..	..	..	99	3,736	18	1,990
Municipal Committees.																
1. Haripur	..	..	..	..	..	..	1	142	2	197	..	..	2	197	1	142
2. Abbottabad	..	..	..	..	1	172	..	..	1	191	1	139	2	363	1	139
3. Peshawar	..	..	..	..	8	936	..	..	2	240	5	1,069	10	1,176	5	1,069
4. Kohat	..	..	..	..	3	325	..	..	..	..	2	711	3	325	2	711
5. Bannu	..	..	..	..	2	288	..	..	1	151	4	960	3	439	4	960
6. Dera Ismail Khan	..	..	..	..	1	196	..	..	2	143	3	1,168	3	339	3	1,168

Notified Area Committees.																		
1. Galis	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2. Nawanshahr	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3. Baffa	..	..	..	..	..	..	1	265	..	..	..	..	..	..	..	..	1	265
4. Becketgunj-Khowajagunj	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
5. Nowshera-Kalan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
6. Lakki	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
7. Tank	..	..	..	..	1	254	..	..	..	..	..	..	1	254	..	..	..	..
8. Kulachi	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Cantonment Boards.																		
1. Nowshera	..	..	..	..	1	194	..	..	..	..	2	349	1	194	2	349		
2. Peshawar	..	..	..	..	..	..	..	..	..	..	2	483	..	..	2	483		
3. Risalpur	..	..	..	..	..	..	..	..	1	43	..	..	1	43	..	..		
4. Cherat	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
5. Mardan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
6. Abbottabad	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
7. Kohat	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
8. Bannu	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
9. Dera Ismail Khan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
TOTAL	..	..	..	..	587	31,280	111	13,464	14	1,295	22	5,216	601	32,575	133	18,680		

(iii) *Statement showing the number of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1926-27.*

	Government.		Local Bodies.				Private management.				Total.			
	Primary schools.	Primary departments.	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
District Boards.														
1. Hazara	..	..	123	9,144	16	2,416	..	..	..	..	123	9,144	16	2,416
2. Peshawar	..	..	144	8,241	20	2,595	3	170	4	385	147	8,411	24	2,980
3. Kohat	..	..	81	2,769	14	1,503	1	95	..	..	82	2,864	14	1,503
4. Bannu	..	..	81	4,081	10	968	..	..	..	..	81	4,081	10	968
5. Dera Ismail Khan	..	..	88	3,373	14	1,724	..	..	..	..	88	3,373	14	1,724
Municipal Committees.														
1. Haripur	..	..	...	..	1	133	2	162	..	..	2	162	1	133
2. Abbotabad	..	..	1	166	..	..	1	184	1	128	2	350	1	128
3. Peshawar	..	..	8	861	..	..	2	246	5	1,034	10	1,107	5	1,034
4. Kohat	..	..	3	285	..	..	..	..	2	685	3	285	2	685
5. Bannu	..	..	2	278	..	..	1	128	4	967	3	406	4	967
6. Dehra Ismail Khan	..	..	1	184	..	..	2	164	3	1,094	3	348	3	1,094

Notified Area Committees.															
1. Galis	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2. Nawanshahr	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3. Baffa	..	..	..	..	1	264	..	..	..	..	..	..	1	264	
4. Becketgunj-Khowajagunj	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
5. Nowshera-Kalan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
6. Lakki	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
7. Tank	..	..	1	250	..	..	..	..	..	..	1	250	..	..	
8. Kulachi	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Cantonment Boards.															
1. Nowshera	..	..	1	170	..	..	..	..	2	327	1	170	2	327	
2. Peshawar	..	..	..	..	..	..	..	..	2	436	..	..	2	436	
3. Risalpur	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
4. Cherat	..	..	1	17	..	..	..	..	..	..	1	17	..	..	
5. Mardan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
6. Abbottabad	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
7. Kohat	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
8. Bannu	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
9. Dera Ismail Khan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
TOTAL	..	..	535	29,819	76	9,603	12	1,149	23	5,056	547	30,968	99	14,659	

II. Schools for girls.

(i) *Statement showing the number of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1928-29.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
District Boards.																
1. Hazara	..	..	..	..	12	627	..	..	2	139	..	..	14	766	..	..
2. Peshawar	..	..	..	..	10	378	..	..	6	453	..	..	16	831	..	..
3. Kohat	..	..	..	..	5	179	..	..	..	..	..	..	5	179	..	..
4. Bannu	..	..	..	..	3	86	..	..	2	176	..	..	5	262	..	..
5. Dera Ismail Khan	..	..	..	..	9	355	1	66	..	..	1	198	9	355	2	264
Municipal Committees.																
1. Haripur	..	..	..	..	1	60	..	..	..	..	2	325	1	60	2	325
2. Abbottabad	..	..	..	..	..	..	1	75	1	35	2	237	1	35	3	312
3. Peshawar	..	..	..	..	6	489	2	193	5	686	1	75	11	1,175	3	273
4. Kohat	..	..	..	..	1	149	1	179	1	87	..	..	2	236	1	179
5. Bannu	..	..	..	..	..	..	2	311	2	237	1	152	2	237	3	463
6. Dera Ismail Khan	..	..	..	..	1	55	2	306	5	526	2	307	6	581	4	613

Notified Area Committees.																	
1. Galis	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2. Nawanshahr	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3. Baffa	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
4. Becketgunj-Khowajagunj	..	..	..	..	..	..	..	..	*1	61	..	..	1	61	..	..	
5. Nowshera-Kalan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
6. Lakki	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
7. Tank	..	..	..	..	..	..	..	..	*1	109	..	..	1	109	..	..	
8. Kulachi	..	..	..	..	..	..	..	..	*1	65	..	..	1	65	..	..	
Cantonment Boards.																	
1. Nowshera	..	..	..	..	..	..	..	..	2	181	..	..	2	181	..	..	
2. Peshawar	..	..	..	..	1	70	..	..	2	211	1	110	3	281	1	110	
3. Risalpur	..	..	..	..	..	..	..	..	*1	28	..	..	1	28	..	..	
4. Cherat	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
5. Mardan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
6. Abbottabad	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
7. Kohat	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
8. Bannu	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
9. Dera Ismail Khan	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
TOTAL	..	..	..	..	49	2,448	9	1,135	32	2,994	10	1,404	81	5,442	19	2,539	

* Unaided.

NOTE.—The Notified Area Committees do not maintain their own schools, but their D. B. schools and D. B. aided schools, the figures for which are included under "District Boards." Separate figures are not available.

(ii) *Statement showing the number of primary schools and primary departments attached to the high and middle schools in the following administrative areas during the year 1927-28.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
District Boards.																
1. Hazara	..	..	..	..	11	583	..	..	2	167	..	..	13	750	..	..
2. Peshawar	..	..	..	..	9	342	..	..	6	370	..	..	15	712	..	..
3. Kohat	..	..	..	..	4	144	..	..	..	..	..	..	4	144	..	..
4. Bannu	..	..	..	..	2	58	..	..	3	164	..	..	5	222	..	..
5. Dera Ismail Khan	..	..	..	..	8	286	1	64	..	..	1	171	8	286	2	235
Municipal Committees.																
1. Haripur	..	..	..	..	1	59	..	..	..	..	2	299	1	59	2	299
2. Abbottabad	..	..	..	..	..	..	1	66	1	23	2	230	1	23	3	296
3. Peshawar	..	..	..	..	6	496	2	246	5	682	1	77	11	1,178	3	323
4. Kohat	..	..	..	..	1	118	1	127	..	..	..	..	1	118	1	127
5. Bannu	..	..	..	..	..	..	2	309	2	252	1	144	2	252	3	453
6. Dera Ismail Khan	..	..	..	..	1	47	2	272	4	499	1	204	5	546	3	476

Notified Area Committees.																			
1. Galis	*Nil*				*Nil.*				*Nil.*				*Nil.*			
2. Nawanshahr																
3. Baffa																
4. Becketgunj-Khowajagunj																
5. Nowshera-Kalan																
6. Lakki																
7. Tank	..	..	..	..	..	..	..	..	1	68*	..	..	1	68	..	..
8. Kulachi	..	..	..	..	..	..	..	..	1	67*	..	..	1	67	..	..
Cantonment Boards.																
1. Nowshera	..	..	..	..	..	..	..	..	1	70	..	..	1	70	..	..
2. Peshawar	..	..	..	..	..	..	..	..	2	204	1	134	2	204	1	134
3. Risalpur	*Nil.*				*Nil.*				*Nil.*				*Nil.*			
4. Cherat																
5. Mardan																
6. Abbottabad																
7. Kohat																
8. Bannu																
9. Dera Ismail Khan																
Total	..	..	..	..	43	2,133	9	1,084	28	2,566	9	1,259	71	4,699	18	2,343

* Unaided.

(iii) *Statement showing the number of primary schools and primary departments attached to the high and middle schools in the following adminiisrative areas during the year 1926-27.*

	Government.				Local Bodies.				Private management.				Total.			
	Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.		Primary schools.		Primary departments.	
	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.	Number.	Enrolment.
District Boards																
1. Hazara	..	..	..	..	10	537	..	..	2	161	..	..	12	698	..	..
2. Peshawar	..	..	..	..	7	281	..	..	5	314	..	..	12	595	..	..
3. Kohat	..	..	..	..	3	100	..	..	..	..	..	..	3	100	..	..
4. Bannu	..	..	..	..	2	30	..	..	3	160	..	..	5	190	..	..
5. Dera Ismail Khan	..	..	..	..	8	305	..	..	..	..	1	153	8	305	1	153
Municipal Committees.																
1. Haripur	..	..	..	..	1	51	..	..	..	..	2	273	1	51	2	273
2. Abbottabad	..	..	..	..	1	64	..	..	1	18	2	216	2	82	2	216
3. Peshawar	..	..	..	..	6	457	2	234	5	566	1	53	11	1,023	3	287
4. Kohat	..	..	..	..	1	117	1	123	..	..	..	..	1	117	1	123
5. Bannu	..	..	..	..	..	..	2	263	2	212	1	132	2	212	3	395
6. Dera Ismail Khan	..	..	..	..	1	42	2	258	4	448	1	159	5	490	3	417

Notified Area Committees.																			
1. Galis																			
2. Nawanshahr																			
3. Baffa																			
4. Becketgunj-Khowajagunj					*Nil*				*Nil*				*Nil*				*Nil*		
5. Nowshera-Kalan																			
6. Lakki																			
7. Tank	..	..	..	..	..	..	..	..	..	..	..	..	*1	40	..	..	1	40	..	..
8. Kulachi	..	..	..	..	*Nil*				*Nil*				*Nil*				*Nil*		
Cantonment Boards.																			
1. Nowshera	..	..	..	..	..	..	..	..	..	..	..	..	*1	53	..	..	1	53	..	..
2. Peshawar	..	..	..	..	..	..	..	..	..	..	..	..	*1	96	..	..	1	96	..	..
3. Risalpur	..	..	...	..	..	..	..	..	..	..	..	..	1	72	..	..	1	72	..	..
4. Cherat													3	306	..	..	3	306	..	..
5. Mardan																			
6. Abbottabad					*Nil*				*Nil*				*Nil*				*Nil*		
7. Kohat																			
8. Bannu																			
9. Dera Ismail Khan																			
TOTAL	..	..	..	..	40	1,984	7	878	29	2,446	8	986	69	4,430	15	1,864			

*Unaided school.

10. Part played by the several agencies in expanding education.—It was stated in evidence that all local bodies mentioned in the preceding paragraph had been successful, so far as their funds permitted, in improving and enlarging the facilities for education of both boys and girls in the province, but that there was considerable difference between one local body and another in the amount of enthusiasm displayed for its spread. Private bodies too were said to be doing their due share for education and deserved encouragement. In order to ascertain the part that each of the agencies has played in spreading education the following tables have been compiled:—

TABLE A.

Primary schools for boys in the North-West Frontier Province.

Year.	Maintained by District Boards.			Maintained by Municipal Boards.			Maintained by Private Agencies.			Total.		
	No. of schools.	No. of scholars.	Average number of scholars per school.	No. of schools.	No. of scholars.	Average number of scholars per school.	No. of schools.	No. of scholars.	Average number of scholars per school.	No. of schools.	No. of scholars.	Average number of scholars per school.
1921-22 . . .	597	22,699	38	19	2,215	117	9	1,085	121	625	25,999	42
1922-23 . . .	477	22,023	46	19	2,161	114	9	831	92	505	25,015	50
1923-24 . . .	477	21,547	45	17	2,093	123	6	418	70	500	24,058	48
1924-25 . . .	473	24,206	51	17	1,980	116	7	464	66	497	26,650	54
1925-26 . . .	473	25,600	54	16	1,985	124	9	832	92	498	28,417	57
1926-27 . . .	517	27,608	53	16	2,024	127	14*	1,336*	95	547	30,968	57
1927-28 . . .	570	28,915	51	16	2,171	136	15†	1,489†	99	601	32,575	54
1928-29 . . .	586	29,354	50	16	2,329	146	19‡	1,873‡	99	621	33,556	54

* Includes 2 schools maintained by Cantonment Boards with 187 scholars.
† Includes 1 school " " " 194 "
‡ Includes 1 school " " " 195 "

TABLE B.

Primary schools for girls in the North-West Frontier Province.

Year.	Maintained by District Boards.			Maintained by Municipal Boards.			Maintained by Private Agencies.			Total.		
	No. of schools.	No. of scholars.	Average number of scholars per school.	No. of schools.	No. of scholars.	Average number of scholars per school.	No. of schools.	No. of scholars.	Average number of scholars per school.	No. of schools.	No. of scholars.	Average number of scholars per school.
1921-22 . . .	23	751	33	15	1,119	75	25	1,941	78	63	3,811	60
1922-23 . . .	21	782	37	12	780	65	27	2,039	76	60	3,601	60
1923-24 . . .	21	775	37	12	859	72	27	2,223	82	60	3,857	64
1924-25 . . .	21	801	38	9	528	59	28	2,108	75	58	3,437	59
1925-26 . . .	25	1,026	41	9	535	59	34	2,585	76	68	4,146	61
1926-27 . . .	30	1,253	42	10	731	73	29	2,446	84	69	4,430	64
1927-28 . . .	34	1,413	42	9	720	80	28	2,566	92	71	4,699	66
1928-29 . . .	39	1,625	42	9	753	84	33*	3,064*	93	81	5,442	67

* Includes 1 school with 70 scholars maintained by Peshawar Cantonment Board.

But before setting out on our survey of the position of primary education in the North-West Frontier Province it is necessary to bear in mind that education there received a definite set back during the years 1922-23 to 1924-25 on account of the acceptance by the Government of India of recommendations for retrenchment made by the Inchcape Committee. Government were not in a position to help board and aided schools to the same extent as formerly and many schools either led for a time a precarious existence or were closed altogether. As many as 125 schools were closed.

Unlike Delhi the rural parts of the North-West Frontier Province are larger in area and sustain a population more than five times as large as that of the urban areas.

Table A shows that the number of schools for boys maintained by the district board declined from 1922 to 1926 but has increased steadily from that date, yet by the year 1929 the number of these schools remained less than in 1922. The number of scholars fell from 1922 till the year 1924, since when it has risen steadily. The number of scholars in 1929 was about 6,650 more than in 1922, thus showing that the ground lost in respect of enrolment has been more than recovered, in spite of the fact that the number of schools in 1929 was less than the number of schools in 1922. It is evident that there is a demand for elementary education in rural areas. The average number of scholars per District Board school rose from 38 in 1922 to 54 in 1926, since when it has gradually fallen to its present figure 50, which is about the average number of pupils per school taken over the last eight years.

The number of schools for boys maintained by Municipalities decreased from 19 in 1922 to 16 in 1929. Municipal Committees have not been able to provide funds for the opening of new schools. The number of scholars fell from 1922 to 1925, remained almost stationary for a year and then from that time began to rise. Only last year was the ground lost by the Inchcape retrenchment recovered. The average number of scholars in a school fluctuated between 114 and 124 up till the year 1925, since when it has risen steadily to 146, indicating either that there has been an increasing demand in municipal areas for education or that the Municipal Committees were increasing the size of their schools so as to accommodate more boys. The evidence before us indicated that both these factors have been instrumental in the increase in the average number of pupils per school.

Almost all the schools for boys maintained by private bodies are located in urban areas and not much can be expected of private bodies in future in the way of provision of facilities for education in the districts. The number of schools for boys maintained by private agencies, most of which are situated in the urban areas, declined from 1922 till 1924, from which year it rose continuously until last year the number was twice as large as in 1922. The enrolment fell heavily from 1922 till 1924, when it increased

steadily until last year, when the total enrolment was slightly less than twice the enrolment in 1922. The number of schools maintained by these bodies and the enrolment in them show that private effort is not very far behind municipal effort. There are, however, limits to the extent of private enterprise and it can scarcely be expected that private agencies will be able to meet much more than they are doing at present the educational needs of the urban areas. They have not behind them the sources of further funds that a Municipal Committee can tap.

Table B gives statistical data in respect of girls' schools. The number of schools for girls maintained by the District Boards fell from 23 in 1921-22 to 21 in 1922-23, remained stationary till 1924-25 and afterwards increased at the average rate of about 5 per year. The Boards are following a definite programme of expansion to open about 4 or 5 new schools every year. In spite of the fall in the number of schools in 1923 the enrolment increased slightly. In 1924 it was almost stationary and from the succeeding year it exhibited an average rise of about 200 pupils per year, the enrolment in 1929 being more than twice that in 1922. The average number of scholars per school has increased steadily till 1927, in spite of the fall in the number of schools at the beginning of the period; it has remained stationary during the last three years in spite of an increase in the number of institutions. This certainly denotes a growing desire on the part of the girls in rural areas for education.

Since more than half the girls' schools under private management are located in urban areas, it is evident that these agencies cannot do very much in the task of achieving universal literacy among girls in the rural areas, and that the District Board is the agency which will have to bear the greater part of the burden of providing facilities for the education of girls. But at the present rate of progress it will take a long time even to provide all big villages with a girls' school. If education is to expand appreciably the pace will have to be considerably accelerated.

The number of schools for girls maintained by Municipalities has fallen from 15 in 1922 to 9 at the present time. Municipalities are unable or unwilling to open new girls' schools. The number of girls attending these schools fell till the year 1925 to less than half their original number but has increased irregularly to about two-thirds of the strength eight years ago. The lost ground has not been recovered up to date. It is clear that Municipalities have not been doing much for the provision of elementary education for girls. The average enrolment per school fell irregularly from 75 in 1922 to 59 in 1925 but has increased gradually since that year up to 84 at present; there are 9 more girls per school on the average in 1929 than there were in 1922.

The number of girls' schools maintained in urban areas by private agencies is greater than the number maintained by municipalities; the enrolment in the former is also greater—about 3 times—

than that in the latter. This seems to indicate that schools managed by private agencies, although often sectarian in nature, are on account either of their sectarian nature or of better teaching and management more popular with girls' parents than are municipal schools. Schools under private control increased steadily from 25 in 1922 to 34 in 1926, fell gradually to 28 in 1928 and again rose to 33 in 1929. The number of pupils increased irregularly during the last eight years from 2,000 to 3,000. Thus the loss in the number of schools as well as in the enrolment had been more than made up by the year 1929. Whatever else these figures might indicate, they certainly show that there is an increasing demand for girls in urban areas to receive elementary education. The average number of girls per school fluctuated during the last few years between the figures 75 and 93.

The statistical analysis made above entirely supports the view of witnesses that there is a demand for education in both urban and rural areas for both boys and girls. Unless therefore municipalities and district boards take upon themselves the task of largely increasing the number of schools, primary education will not make the progress that it should. There is, as stated above, a limit to the assistance that private agencies can render to the State; we do not know whether that limit has been reached, but it can certainly never make all the provision necessary for primary education, so that the duty of providing increased facilities for primary education must devolve mainly on local bodies, which are not doing all that is required in this matter.

11. Management and control of schools.—Evidence showed that some of the municipalities did not take sufficient interest in education. District Boards were said to be generally apathetic, a condition that was ascribed to the members being illiterate. Another reason assigned was that the members of these local bodies were all nominated (except in the Peshawar Municipality which has just become partly an elected body); there is no elective system to local bodies.

It was suggested that if more control over schools were given to local bodies they would take an interest in education. Other suggestions put forward were—

(*a*) Government should take control of all primary education from district boards, whose members are illiterate, leaving secondary education to local bodies and private individuals; alternatively, the members of local bodies should be elected instead of nominated as at present, while non-officials, who are educated men, should be associated with the local bodies in the control of education.

(*b*) Control should remain with the Education Department, but there should be a Board of Primary Education presided over by the Director of Public Instruction and consisting of members of local bodies and other public men to advise the Department in matters of primary education.

(*c*) Village boards consisting of village headmen and other educated village people interested in education should be formed to advise the Education Department on rural schools.

(*d*) Men with liberal education and with keen interest in educational matters should be selected to supervise municipal schools on behalf of those bodies.

(*e*) Members of District Boards should be induced to use their influence to secure better attendance at schools.

(*f*) District Boards should be reconstituted so as to include only educated men on the Board, or they should constitute education sub-committees of their own.

(*g*) In respect of girls' schools two ladies at least should be appointed to advisory committees in urban areas in connection with the management of schools or on the educational sub-committee of the municipality, since male members of municipalities are unable to control the staff of girls' schools. It was stated that it would be possible to find ladies to serve on such committees.

A complaint was made that the municipal committee had in one district appointed some of its municipl commissioners to be managers of municipal schools, including girls' schools. The views were expressed not only that managers of schools should be persons who understood educational work but also that the appointment of men as managers of girls' schools was extremely unsatisfactory.

We view with disapproval any system which places a man in immediate charge of a school for girls which is attended and staffed by girls and women only and in which some, if not many, of the girls and women preserve the purdah system. We are also firmly convinced that it is essential for every local body which controls schools for girls to have some ladies among its members and that their presence should be secured by nomination in the North-West Frontier Province.

The suggestion to have a Board of Primary Education emanated from one or two witnesses only, but such witnesses as we examined on the subject, while stating that such a Board would have its advantages, did not express any specific demand for it. We are of opinion that the educational administration of the North-West Frontier Province is conducted on quite sound lines and have come to the conclusion that conditions are scarcely such as to need at the present time the creation of an Advisory Board of Primary Education in the North-West Frontier Province.

Nor do we advise that Government should assume direct control of primary schools; such control should in the case of schools under public management remain with the local bodies. The control of schools under local bodies can best be exercised by educational sub-committees of the local bodies, these sub-committees having power to co-opt as additional members a limited number of persons who are interested in education but are not members of the local body whose sub-committee co-opts them.

12. Supervision and inspection of schools.—The supervision of primary education is in the hands of the Government inspecting staff. Witnesses suggested that in order to make supervision and inspection more effective the following measures should be adopted so far as boys' schools were concerned:—

(*a*) In each tehsil an advisory committee of educated people, mainly graduates, should be set up to pay surprise visits to schools and make a report to the Director of Public Instruction.

(*b*) Every school should have a local committee to supervise its working. We endorse this recommendation in so far as it applies to schools under public management. The local committee will be formed in consultation with the educational sub-committee of the local body.

(*c*) There should be one inspector for each district and one assistant inspector for each tehsil. The district inspector should not be kept in one district for more than three years at a time or five years at the most on account of the danger of his becoming engaged in other activities which lessen his effectiveness as an educational officer.

(*d*) The district inspector should be given more power in regard to transfer, reduction and grant of leave to teachers.

(*e*) The district inspecting staff should be so distributed as to exercise greater supervision. Each assistant district inspector of schools should live at tehsil headquarters so as to enable him more easily to pay surprise visits to schools and to be in constant touch with schools in his jurisdiction. He should be chosen from the rural community, so that he will find village life more congenial.

(*f*) The system of dividing the province into two circles each under a circle inspector which existed prior to the retrenchment of 1923 should be revived.

Complaint was made that district boards and municipal committees took no interest in girls' schools and that although suggestions were made to them by the Government inspecting staff no action was taken on those suggestions. A lady supervisor for municipal schools was suggested. It was put forward that girls' schools do not get nearly as much supervision as they require. There are about 109 schools for girls with an attendance of about 8,710 pupils. The majority of teachers in these schools are untrained and are said to be inefficient and thus need constant help and direction. There are two inspection officers, the Inspectress and her assistant. The Assistant Inspectress is directly responsible for 43 district board primary schools and is expected to pay surprise visits to schools at headquarters. The Inspectress, in addition to heavy administrative duties and the supervision of the Government Normal School and hostel, is expected to visit 109 schools at least twice a year. Neither Inspectress nor Assistant Inspectress, it was held, was able to visit the schools more than twice a year, and this small number of visits was not sufficient to maintain a high standard of work in the village schools in such a

backward area as the North-West Frontier Province. The appointment of a second assistant inspectress was considered most desirable.

We do not consider that two women inspecting officers, each of whom has the whole province to tour over, is sufficient for the North-West Frontier Province and consider that an additional woman officer should be appointed, and that the organisation should be one inspectress who would have the whole province under her control and two assistant inspectresses, each of whom would have charge of approximately one-half of the province and be on the same footing as regards rate of pay, prospects and other matters. These officers should be in direct touch with the people outside the big towns. We envisage that with the spread of women's education and with a view to fostering its spread an assistant inspectress, who is continually in touch with the rural population, will be required one for each district.

We are not satisfied with the arrangement which places the burden of inspecting high schools in the province—and there are 27 of them—on the Director of Public Instruction. We would prefer that the Director confine his attention as much as possible to administrative duties, so as to enable him to devote more attention to the problems of primary education. Moreover, he appears to be very heavily worked. We are of opinion that an additional officer is necessary to aid in the inspection of high schools and anglo-vernacular middle schools. Two alternatives suggest themselves, the former of which the majority of us would advise, but we consider that the wishes of the local Administration in the matter should be taken and given considerable weight. By the first alternative two circles would be formed for the whole province and an inspector placed in charge of each. One inspector would be a man to be newly appointed, the other would presumably be the present Inspector of Vernacular Education, whose post would be transformed into a post of circle inspector. The other alternative, which was put forward by one witness, would be to attach the new post to be created to the office of the Director of Public Instruction, the officer appointed thereto to have jurisdiction over the whole province in the matter of inspection and administration of high schools and anglo-vernacular middle schools, thus relieving the Director of Public Instruction of duties which at present prevent him from dealing as much as is desirable with the administration of primary education. We observe that there are 27 high schools, 13 anglo-vernacular middle schools, 144 vernacular middle schools and 621 primary schools. We are satisfied, however, with the general organisation for the inspection of primary schools.

13. Overlapping and means of effecting co-ordination.—There is no overlapping in rural areas since the agency for the management of all schools in the district areas is the district board, but there was said to be some little overlapping of boys' schools in urban areas where both local bodies and private agencies have started schools; but the overlapping that had taken place was

not harmful or unnecessary because the scope for expansion was very large and there were not enough schools to provide seats in schools for all the boys who wish to attend school. Mention was, moreover, made of the fact that the spheres of local bodies and private agencies in the educational field are not mutually exclusive, since the latter frequently insist on religious instruction forming an essential feature in the education that they give and hence have justification for maintaining a separate organisation and identity. In one municipality private organisations had provided educational facilities for the children of two communities, leaving the municipality to open a school in the same area for the children of the rest of the people of that area. It was suggested to us on the one hand that municipalities and private agencies should co-operate and secure co-ordination in their efforts to educate the children, while on the other hand it was suggested that municipalities should provide primary education to meet the wishes of all communities. Co-operation and co-ordination appeal to us as the sounder method of administration.

No overlapping was noticed anywhere in respect of girls' schools.

14. Rate of growth.—Statement III in paragraph 7 shows that during the last two years the number of primary schools for boys increased by 74 while the number of sections increased by 72. The total number of scholars in the primary stage in these schools increased from 45,627 in 1926-27 to 55,866 in 1928-29, in increase of 10,239 (more than 20 per cent.). Twenty-nine per cent. of the boys of school-going age in urban areas and 31 per cent. of those in rural areas were attending school in the year 1928-29. The number of boys in the first four primary classes and their increases from year to year, for the last four years, are tabulated below:—

Statement showing the number of boys in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Total.
1925-26	23,211	7,513	6,303	5,223	42,250
1926-27	26,257	8,101	6,042	5,280	45,680
1927-28	30,788	8,549	6,323	5,255	50,915
1928-29	33,024	9,960	7,077	5,619	55,680

Statement showing the increase or decrease of boys in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	TOTAL.
1925-26	+2,010	+60	+143	+293	+2,506
1926-27	+3,046	+588	—261	+57	+3,430
1927-28	+4,531	+448	+281	—25	+5,235
1928-29	+2,236	+1,411	+754	+364	+4,765

These tables show that there was a continual increase in the number of boys reading in classes I and II and that the enrolment in the lowest class, which was a little more than half of the total enrolment in 1925-26, was about two-thirds of the total enrolment in 1928-29, but that the enrolment in the higher classes has yet not increased to a degree commensurate with the increase in the lower classes in previous years. Parents appear to be desirous of sending their boys to school, but they have still to learn that it is essential for a boy to remain at school for four years in order to get the full benefit of primary education.

Statement III in paragraph 7 indicates that during the last two years 12 primary schools and 4 primary sections for girls have been opened in the North-West Frontier Province. The total enrolment increased from 6,294 in 1927 to 7,981 in 1929, an increase of 1,687 (more than 25 per cent.). In urban areas 30 per cent. of the girls of school-going age were attending school, while in the rural areas only 2 per cent. were doing so. The number of girls in the first four primary classes and their increase from year to year are tabulated below for the last four years:—

Statement showing the number of girls in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Total.
1925-26	4,116	815	643	407	5,981
1926-27	4,304	900	648	435	6,287
1927-28	5,138	1,049	700	535	7,422
1928-29	5,631	1,169	891	578	8,269

Statement showing the increase or decrease of girls in primary classes.

Year.	Class I.	Class II.	Class III.	Class IV.	Total.
1925-26	+778	+67	+84	—29	+900
1926-27	+188	+85	+5	+28	+306
1927-28	+834	+149	+52	+100	+1,135
1928-29	+493	+120	+191	+43	+847

These tables tell us that the enrolment in all the classes continued to increase steadily, and that the enrolment in class I was always about two-thirds of the total. They further indicate that very few girls go beyond the first class, but that of those who continue their education beyond that class quite a fair proportion remain in school for four years, just as is the case in boys' schools.

In all schools some means will have to be devised to ensure that the children receive sound enough instruction in the first class to fit them for promotion to the second class and that they remain sufficiently long in school to enable them to acquire literacy.

15. Factors preventing expansion.—The most important, in fact the only really important factor, preventing the extension of educational facilities for both boys and girls is lack of funds. Less important factors (less important because if funds were available these factors would cease to be) are a lack of suitable buildings, insufficient space for recreation and a paucity of qualified teachers. Other factors brought to notice by witnesses are (*a*) the poverty of the people, who look upon their children as economic assets in earning a small daily wage; they employ them to look after cattle to carry food and to carry on other household duties; (*b*) the illiteracy of the masses, with consequent apathy towards education, particularly towards the education of girls, overcome to some extent in urban areas but still strong in rural areas; (*c*) the prevalence of factions and parties, so common in rural areas, preventing any co-operation in the establishment of a school; (*d*) inutilitarian nature of the course and consequent disinclination of parents to risk alienating their children from their agricultural pursuits by sending them to school; (*e*) the secular nature of the school course which does not make religious instruction compulsory; (*f*) the absence of propaganda advocating the education of children; (*g*) the want of an industrial school; (*h*) the lack of inducements to children to attend school in the shape of presents, prizes and the like.

Most of these factors play a much more important part in the education of girls than they do in the education of boys. In addi-

tion to the unwillingness of parents to spend any money on girls' education is added the belief that the only education necessary for a girl is religious and moral instruction with a little needlework and household work. Parents have a strong prejudice against a purely secular education for their girls. The purdah system has a slight effect in so far as primary education is concerned. It is observed more or less strictly among Muslims and to a small extent among Hindus and Sikhs. It is generally enforced from the age of 9 or 10, though mention was made to us of the age of 8 as the age of enforcement among very orthodox Muslims. The purdah custom is not, however, so rigidly kept as it used to be, yet its effect remains and is still evident for it has created difficulties in the movements of girls between their homes and school. With the restriction of inspection of girls' schools to women inspecting officers and with the appointment of women teachers in girls' schools, much of the apathy and opposition to girls' education is, however, dying out.

16. Expansion on a voluntary basis.—The retrenchment of 1923 inflicted a severe set-back upon education; as many as 125 schools were closed and the province has not yet fully recovered from its effects, so that there is large scope for expansion, whether on a voluntary or compulsory basis. The majority of witnesses who appeared before us were of opinion that there was an increasing desire on the part of parents to educate their children, particularly in urban areas, so that local circumstances were in these areas favourable to expansion on a voluntary basis, provided that the necessary facilities (school houses and teachers) are provided. Public opinion was, it was said, not ripe for compulsion. A sufficiency of trained teachers and suitable buildings for even the existing needs were lacking, so that compulsion is not only unnecessary but impossible of application and, further, while some parents in rural areas recognised the value to their children of such measure of literacy as would enable them to resist the exactions of the bania and the extortions of minor officials, yet a number viewed even primary education with some suspicion. The question of expansion was really one of finance; the source of income was immaterial, whether provided by Government, by local bodies, or by private managements. The last named have already made some effort, especially in the field of girls' education, and further facilities for expansion on their part are uncertain, depending as it does on public spirit and on economic conditions as they affect the public spirited. Local bodies were in general by no means opulent and local taxation had limited possibilities. Any large expansion was therefore possible only with the aid of Government grants. Suggestions put forward for expansion were:—

(1) Ladies' committees should be associated with girls' schools. Ladies would be available to serve on such committees.

(2) School boards should be appointed for every school so that local influence might be available to increase the popularity of a school.

(3) Municipalities should spend at least 25 per cent. and district boards at least 50 per cent. of their income on education.

(4) More funds should be provided for libraries and educative lectures should be delivered to both boys and girls.

(5) District boards should draw up a programme of building economical school houses for rural areas.

(6) More furniture and equipment should be supplied in district board schools.

(7) Training centres should be increased so as to meet the demand for additional teachers; stipends should be granted to all students undergoing training.

(8) Teachers for rural areas, both men and women, should be selected with care and only from among those who are likely to exercise influence upon the local people.

(9) The number of pupils per teacher should be reduced.

(10) The primary educational courses should be adapted to the home life of the child; practical lessons in farming, tending cattle and other subjects connected with agriculture should be imparted to boys, and practical education should be given to girls so as to fit them for life in the village and enable them to earn a livelihood. Cooking, nursing, home hygiene, needlework, laundry-work, gardening and those arts and crafts practised by women in villages, namely, basket weaving, embroidery with gold thread, should be taught to them.

(11) Religious and moral instruction should be given in all schools, particularly in girls' schools.

(12) Assistance should be given to poor pupils in the shape of free books and school materials.

(13) Conveyances in urban and rural areas should be provided for girls.

(14) Only educated persons should be given local appointments, such as lambardars, mohalladars, chaprassis and orderlies.

(15) Night school should be provided for children as well as adults.

(16) Vigorous and active propaganda in villages, lantern lectures, exhibitions and conferences and women's associations should be organised.

Most of these suggestions have been treated elsewhere in this report, but we may briefly state here in regard to them that we are of opinion that ladies' committees should, wherever possible, be associated with girls' schools, that local bodies should be compelled to spend at least that amount of their income which has been already decided upon on education, that they should undertake a building programme for their schools and equip and furnish them properly, that additional training schools for increasing the output of teachers is necessary, that students for training should be selected

with great care, that true vocational education cannot properly be given in the primary classes of a school though a rural bias should be given to the instruction imparted in rural areas, that moral instruction should be given in all schools, and where the demand exists facilities should be made available for imparting religious instruction and that books and school materials should be provided for poor pupils.

17. Facilities for education.—On the 31st July 1929 there were 830 primary schools and preparatory departments of secondary schools for boys in the whole province. Of this number 602 were maintained by district boards, 18 by private agencies aided by local bodies, 16 by municipalities and one by a cantonment authority, 164 were primary departments of vernacular middle schools, 12 of anglo-vernacular schools and 17 of high schools. There were 3,375 villages and townships in the province with an estimated number of boys of school-going age of 183,168. The number of boys in the primary stage on 31st March 1929 was 55,680. If every village has to have a school within a distance of two miles from it then 800 or more areas are lacking a school. In urban areas the conditions are better, but there are not enough places in schools in towns for all the school-going population.

In respect of girls' schools, educational facilities are said to be inadequate in both rural and urban areas. There are only 100 girls' schools in the whole province with only 5 per cent. of the girls of school-going age attending them. It was stated that there was a steadily increasing demand for girls' schools in place of the apathy of 10 or 15 years ago and that generally speaking the educational facilities for girls were far behind the demand.

18. Location of schools.—The location of schools was said to be frequently unsatisfactory. The distance between schools was great, sometimes as much as 8 miles, and sufficient care, it was said, was not paid, especially in rural areas and in particular in respect of girls schools to the surroundings in which a school was located and to its hygienic conditions.

We agree that the location of schools leaves very frequently much to be desired, the distance between schools being great, sometimes many miles. We observed that there was frequently a concentration of schools in one or more areas of a town to the neglect of other areas. Also some schools are placed in insanitary surroundings, are unhygienic and suffer from overcrowding. These defects occur mostly in girls' schools and it is very necessary that local bodies, especially district boards, should pay greater attention to the location of their schools. There were some exceptions to this state of affairs, places where we felt that there was little that we could recommend for improvement in the building or location of schools which we saw, but local bodies should recognise that there is no gain to the population to educate a girl if the conditions under which she is being educated are such as will be detrimental to her health. The difference between the really good building and the

really bad building in the North-West Frontier Province was probably greater than was the difference in any other area that we came across, so that generalisation is scarcely possible in this province.

19. School buildings and playgrounds.—Out of 602 district board primary schools for boys, 97 were housed in district board buildings and 505 in rented buildings. Out of 14 municipal schools, six were housed in municipal buildings and eight in rented buildings. It was said that the accommodation was insufficient and that in many cases little regard was paid to the question of light, ventilation and sanitation. It was suggested that, if the departmental standard plan which provides for an inexpensive yet satisfactory building were universally adopted, very good primary school buildings could be erected, but funds were lacking. One witness advocated that Government should be more liberal in granting aid to private bodies for building school houses. Another suggested that every primary school should have a model village house attached to it to serve as an example to villagers to improve their own houses, and that a small farm and playground should form an integral part of a good primary school building. The conditions in respect of girls' schools were said to be much worse than those for boys. It was suggested that it was more important for girls to have better buildings than boys on account of the freer life which the latter lead and that, if better buildings were provided, some of the prejudice against sending girls to schools would disappear. It was put forward that in some places better buildings could be rented by local bodies if funds were only available. Except in one or two of the primary departments of secondary schools there were no playgrounds. It is true that provision was made for physical training, but there were no playgrounds. The lack of playgrounds was ascribed partly to the scarcity of land and partly to the lack of funds to acquire land even when available. Witnesses stressed the necessity for playgrounds in the case of girls more than in the case of boys because girls had fewer, if any, opportunities of obtaining fresh air and exercise unless special provision were made.

We saw some very suitable school houses in different parts of the province, in fact one kind of structure on the standard plan which contained a wall (brick in mud) erected between strengthened pillars (brick in cement) only to the height of about five or six feet with an open space filled with wire netting or expanded metal between the top of the wall and the roof. The roof being of wood and thatch supported by girders placed on the pillars appeared to us extremely good and was not at all expensive. This plan has been based upon school buildings which have been erected in Dera Ismail Khan by Mr. H. C. Guyer, the Principal of the Mission High School in that place, who has for many years been doing educational work in that area and who being an engineer has given an extraordinary amount of attention to the erection of a suitable school building at as reasonable a cost as possible. A plan of this type

of building will be found in Appendix J. Among the advantages of these buildings are excellent ventilation, good lighting, and cheapness.

We were struck with the bad housing of some of the schools for girls and consider that no service is being done to the community by giving children instruction in such buildings as we saw. It would be better for the health of the children to allow them to run in the open air rather than to compel them to sit huddled up in these insanitary buildings.

We recognise that model village houses have their advantages in so far as they may serve to teach house craft to children but, if they were built and maintained merely as model houses, the scheme would be a very expensive one, while, if they were to serve as the residence of a school teacher, the children would be allowed to use it to a very small extent, if at all. We are therefore unable to support this suggestion.

We cannot recommend a small farm being attached to school houses, but we advocate gardens and playgrounds wherever possible. There is little difficulty in the country but considerable difficulty in towns, especially in walled towns such as are found in the North-West Frontier Province, in obtaining sufficient land for playgrounds and physical exercises. In rural areas children might, in the opinion of some of our members, be encouraged to work with their parents on the farm rather than play games.

We are generally agreed that buildings specially constructed for children should be put up by public bodies rather than housing schools in rented buildings. Suitable rented buildings are very difficult, if not impossible, to obtain, and when they are obtained the rent charged is usually exorbitant. Much the better plan is for a local body to draw up a building scheme for which it provides one half the funds, the remaining half being provided by Government. If a local body is unable to meet its own half of the expense immediately, Government might, we consider, come to its rescue and give it an advance repayable over a period of 18 or 20 years on favourable terms. If it is possible for a local body to have a school house built by some private agency in accordance with its own approved standard plans on the understanding that the local authority will take the school on rent, the rent fixed to give a reasonable interest on the expenditure incurred in erecting a school house, we see no objection to such a scheme being adopted. It would save the necessity of the local body or Government meeting the annual cost of repairs and upkeep. Any agreement entered into would naturally be for a term of years, sufficient we hope to ensure some degree of stability in the location of the school.

20. Supply of teachers.—Evidence showed that there is a sufficient supply of untrained male teachers but an insufficient supply of trained teachers, both men and women and of untrained women teachers, and that more trained teachers should be made available annually. The extent to which this recruitment should

be made is discussed in paragraph 23. Some witnesses stated that the teachers obtained are generally inefficient. They stated further that men teachers were not difficult to obtain for village schools, but suggested that in order to attract them in larger numbers (*a*) prospects should be improved, (*b*) men should be recruited from rural areas, (*c*) additional remuneration should be allowed in connection with library and night school work, (*d*) a small allowance and a free house or accommodation should be given in out of the way places, and (*e*) co-operation of lambardars and zaildars in education should be enlisted.

It was said to be difficult to staff rural schools with trained women teachers if the latter were recruited only from towns. The easiest way to get trained women teachers for villages was already adopted in the province, namely, to recruit them for training from the villages. It was suggested that they should be well paid and that they should receive protection. An arrangement is already in force in the province whereby an unprotected girl is allowed to take her mother, grandmother, aunt or other near female relation with her for employment as a caller on Rs. 11 per month. This arrangement not only provides the girl with sufficient protection but also improves the finances of the family, so as to enable the teacher to live on her pay which is frequently only Rs. 20 per month. Though not an ideal arrangement, it was the only one possible for obtaining teachers for schools in most villages where there are no educated women. It was stated that in spite of many difficulties these girls were on the whole doing satisfactory work. Some witnesses would give special stipends to village girls or widows to enable them first to be educated and then to undergo training. Some would also give a local allowance to women teaching in out of the way places or in places which offer difficulties of one kind or another to a woman teacher in order to increase the supply of teachers for girls' schools.

21. Training institutions.—There are two institutions for training Junior Vernacular men teachers, the Government Training College, Peshawar, and the Government Training Class, Dera Ismail Khan. The minimum general educational qualification for admission to the Junior Vernacular certificate class is the possession of the vernacular or anglo-vernacular middle school examination certificate. The duration of the course is one year (including the vacation of 2½ months). Eighty candidates complete their course annually at the Peshawar school and forty candidates at the Dera Ismail Khan school. The candidates are selected by the Inspector of Vernacular Education. The recruits are obtained from all areas and from all communities.

The only training institution for women in the province is the Government Normal School for women at Peshawar, opened originally in October 1920, closed in July 1922 and reopened in June 1927. Students for the Junior Vernacular class are required to have passed the primary examination. The duration of the course is two years. Ten candidates are usually admitted annually

for training though 21 Junior Vernacular teachers were trained in 1927-29. At the present time there are in the Junior Vernacular class ten stipendiaries, four municipal board teachers deputed for training and six non-stipendiaries. The students come from every district in the province (some from remote villages) and as far as they are available from all communities.

22. Efficiency of teachers.—Men teachers for training are selected by the Inspector of Vernacular Education from lists submitted by the district inspectors of schools. The district inspector of schools maintains a register of untrained teachers and other applicants for training and selects the best candidates from this register, having regard to merit and respectability, and sends their names to the Inspector of Vernacular Education. Most of the candidates whose names are sent up have already worked as pupil teachers and the Inspector of Vernacular Education rarely chooses men for training whose names are not in the list mentioned. During his tours he examines the applicants for training.

Witnesses stated that the general standard of the output from the training schools was low, that the training was insufficient and that the method of selection was defective. In order to improve the quality and efficiency of teachers the following suggestions were put forward:—

(1) A board or committee composed of managements of schools should recommend candidates for training.

(2) The method of selection for training should be improved on the following lines:—

(*a*) Applications should be invited from at least 80 candidates (untrained) who have worked in schools for at least two years.

(*b*) An examination should be held and the first 40 in order of merit should be selected. Even in this selection claims of different districts should be borne in mind.

(3) Prospects of teachers should be improved.

(4) Pupil teachers should at least have passed or appeared once for the matriculation before admission to the training college.

(5) The course of training should be extended to two years.

(6) The rate of stipends for teachers under training should be increased.

(7) Forty boys are at present taught by a teacher. This number should be reduced to 25 and every school with more than 25 pupils should employ a second teacher.

(8) At least a rudimentary knowledge of English is becoming a necessity, and teachers should have higher qualifications, *e.g.*, matriculation.

(9) A knowledge of Pushtu is required for teachers in rural schools as the majority of boys there speak Pushtu. In town

schools if there are boys who speak Pushtu there should be a Pushtu-speaking teacher on the staff of that school.

(10) Teachers for urban schools should be recruited from urban areas and teachers for rural schools from rural areas.

(11) Lodging and conveyance allowance for teachers on the staff of training schools should be provided.

(12) There were over 300 single-teacher schools which should be converted into two-teacher schools.

(13) Teachers of Hindu and Sikh communities are imported from the Punjab owing to the rule debarring men not natives of the North-West Frontier Province from admission to training. Teachers from the Punjab should therefore be trained in the North-West Frontier Province, if they give a bond to serve in the North-West Frontier Province for a specified period.

(14) Untrained teachers should not be engaged.

(15) Study leave should be granted to teachers on full pay.

We were informed that an experimental two-year course for Junior Vernacular men candidates was started a few years ago in order to produce a better trained and better educated teacher than could be turned out after one year's work. But the experiment had to be abandoned in less than a year as the preliminary expansion scheme of the Government of India made it essential to produce teachers for schools, and it was better to have half trained teachers than half the number of fully trained teachers. It was stated that a two-years' course is the most hopeful means of improving the quality of the male teacher but that this will mean doubling the money spent on stipends and doubling the training facilities for, owing to the demand for trained teachers, it is not possible to give a two-years' course by halving the number of admissions to the training schools. It was also suggested that the staff needed a wider outlook and that "refresher" courses and tours should be organised.

The Director of Public Instruction informed us that the tendency for matriculates to seek training was growing. His view was that, while the matriculate is better than a teacher who has passed only the vernacular middle examination, in general equipment and in so far as he knew English, he was weak in vernacular subjects. The Director of Public Instruction stated that he would prefer to keep the minimum standard for a Junior Vernacular teacher as it is at present with power to accept others with higher qualifications if any came forward, especially from the rural tracts.

We are in general agreement with the view that a two-years' course of training is most desirable and would, if adopted, improve considerably the efficiency of trained teachers turned out from the training institutions. A one-year's course is already in existence, and to double the course would mean considerable increase in expenditure and a reduction in the output of trained teachers. Bearing this in mind and the further fact that there is a crying

need for more trained teachers, not only in the existing schools but with the proposed programme of expansion, we are prepared to recommend the continuance of the one-year's course temporarily up to the time when about 75 per cent. of the teachers employed in primary schools are trained. When this time arrives, we would advise that the local Administration should seriously consider the question of extending the period of training from one to two years.

We recommend that the qualifications of teachers should be as high as possible and that preference should be given, in making admissions to training schools, to those with higher qualifications over those with lower qualifications. Some knowledge of English should not be considered a disqualification; an applicant who has some knowledge of English should be given preference over one who has no such knowledge. We agree with the views of the Director of Public Instruction that he would prefer matriculates as teachers of primary schools, provided that they are recruited from the rural tracts.

It was stated that the large majority of persons admitted to the training school belonged to a single community. It was also brought out in evidence that some school managers found difficulty in securing the kind of trained teacher that they desired except by importation from the Punjab. We advise that in making admissions to the training school the claims of all communities be considered and that steps be taken to ensure that the claims of minority communities are not overlooked.

It was brought before us that admissions to the training school were restricted to " natives of the North-West Frontier Province " and complaint was made that in practice a native of the North-West Frontier Province had a very restricted interpretation, which excluded the admission to the training school of boys who were born in the North-West Frontier Province of parents who had resided there the greater part of their lives, the parents having been born elsewhere than in the North-West Frontier Province. It appears to us that a more liberal interpretation of the term " a native of the North-West Frontier Province " might suitably be adopted in making admissions into the training school and that persons who have been born in the North-West Frontier Province should be eligible for admission to the training school on the same footing as other persons are eligible.

We consider that Junior Vernacular teachers should know Pushtu, which is the colloquial language of the people in the majority of areas in the North-West Frontier Province.

So far as women teachers are concerned, owing to the lack of stipends, lack of staff and insufficiency of accommodation in the Government Normal School, it has been impossible to produce as many or as good teachers as are required. There is no model or practising school attached to the training school and, as a good deal of time is said to be spent in getting to the practising schools which are scattered over the city, it was suggested that a school

bus, which would enable the girls to get to these schools more quickly and leave them more time for lectures, should be employed. A raising of the standard required for admission to the Senior Vernacular and Junior Vernacular classes, particularly the latter, or a longer course of training in the Junior Vernacular class would, it is said, result in an improvement in the quality of teachers sent to teach in the villages. Courses of training in infant school work are required, for the methods employed at present for teaching infants are said to be most unsatisfactory. Teachers consider it derogatory to be asked to teach the first class, and only if they receive special training and special certificates and are better paid for this work will the infant schools improve.

In addition to an increase in the rate of stipends and higher salaries some witnesses suggest—

(1) A training class should be attached to the Government High School in each municipal area.

(2) Younger women of receptive minds should be recruited.

(3) Pupil teachers should, in addition to holding a primary school certificate, have a special entrance course of at least one year before admission to training.

(4) Every member on the staff of the normal school should be a specialist in her subject with a certificate to that effect.

(5) Training should be exhaustive and thorough.

(6) Good buildings in healthy surroundings should be provided for the normal school where teachers are taught games, drill, physical culture, gardening and allied subjects.

(7) Refresher courses and tours should be provided.

(8) Teachers for village schools should be obtained from villages where they will work after training; alternatively, training schools should be located in the rural area.

The Director of Public Instruction was not in favour of attaching training classes to colleges or high schools. He stated that if a site and buildings were available he would pick out a first-class vernacular middle or anglo-vernacular middle school, give it a good headmaster and attach to it a training class of forty pupils. These schools are situated in rural areas and teachers for work in rural areas are required.

We accept this view entirely and recommend that one or two of these classes might be tried. In addition, further provision is needed for the institution of training schools or training classes at the headquarters of some of the districts not already provided with training schools and our recommendations in this regard are contained in paragraph 23.

We consider that the training school for women in Peshawar should have its own practising school and that until this is provided a school bus is desirable to enable the girls to get to the practising schools in the city much more quickly than they can at present.

23. Additional training facilities.—Statement IV in paragraph 7 shows the number of men and women teachers employed. As we did in the other provinces we make below a statistical analysis of the number of teachers that would be required for the expansion of education.

Boys' schools.

The number of boys of school-going age in the North-West Frontier Province is 183,168. According to chapter III of the North-West Frontier Province Education Code the proportion of pupils in average attendance in all recognised schools to the number of teachers on the staff is not to exceed 40 to 1. Therefore the number of teachers who would be required to give instruction to 183,168 boys at 40 boys per teacher would be about 4,579 (that is 183,168 divided by 40). Assuming that a teacher serves for 20 years on an average, the wastage would be about 229 (that is 4,579 divided by 20). The enrolment in boys' primary schools in the North-West Frontier Province is 33,556 and the number of men teachers is 952. Assuming that all these teachers are serving in boys' schools and that none but these form that staff of boys' schools, the number of pupils per teacher works out at 35 (that is 33,556 divided by 952). The number of trained teachers is 442. If each trained teacher is to give instruction to 40 boys, the number of trained teachers required to teach the existing number of boys would be 839 (that is 33,556 divided by 40). The wastage amongst these trained teachers would be about 42 per year (839 divided by 20). Hence for the existing number of boys under instruction it would suffice if 42 trained teachers are turned out every year.

If we aim at providing education for every boy of school-going age we must in order to replace casualties alone aim at turning out 229 teachers every year when the position of stable equilibrium is attained. But in addition we have for some years to come to turn out a larger number of trained teachers per year in order to increase the number of trained teachers whom we need from 839 to 4,579, or an increase of 3,740 teachers.

The number of trained teachers required for existing needs would be 397 (that is, 839 less 442), and we would have to provide in addition for the recruitment of 42 teachers a year to replace wastage. Not more than 120 junior vernacular teachers are produced every year at present, so that it is clear that training facilities require expansion even to meet present needs and that existing facilities are inadequate if any considerable expansion is to take place, especially as we had it in evidence that there were some 800 areas which were not provided with any school at all. In order, therefore, to make reasonable progress the Director of Public Instruction suggests the building of a larger training school at Dera Ismail Khan to supply completely the needs of the Bannu and Dera Ismail Khan districts; also the institution of two train-

ing classes, one possibly in the Hazara district and one in Kohat, unless it were possible to double the accommodation at the Government Training College, Peshawar.

If the duration of the course is lengthened from one year to two years in order to meet the complaint that the teachers turned out are generally inefficient, the number of teachers trained annually with the existing facilities will meet only one-half of the needs that are at present being met.

Girls' schools.

The number of girls of school-going age in the North-West Frontier Province is 151,260. The number of teachers who would be required to teach this number of girls at 40 pupils per teacher would be about 3,782 (that is 151,260 divided by 40). Assuming that a teacher serves for about 15 years, the wastage among this number of women teachers would be about 252 (that is, 3,782 divided by 15). The enrolment in girls' primary schools in the North-West Frontier Province is 5,442. The number of women teachers, trained and untrained, is 219. Assuming that all the women teachers are serving in girls' primary schools, the number of girls per teacher works out at 25 (that is 5,442 divided by 219). The number of trained women teachers is 37. If each trained woman teacher is to teach 40 girls, the number of trained women teachers required to teach the existing number of girls would be 136 (that is 5,442 divided by 40). The wastage among 136 women teachers would be about 9 per year (that is 136 divided by 15). Hence for the existing number of girls under instruction it would suffice if nine trained women teachers were turned out each year in addition to 99 teachers required to provide trained teachers in place of the untrained teachers at present employed. But if girls' education is to make any progress the training facilities require considerable expansion.

If we aim at providing every girl of school-going age with education we must in order to replace casualties alone turn out 252 teachers every year when the position of stable equilibrium is attained. But in addition we have for some years to come to turn out a larger number of trained teachers per year in order to increase the number of trained teacher, from 136 to 3,782, or an increase of 3,646 women teachers.

The Inspectress of Girls' Schools suggests that a second Government training school should be established at Dera Ismail Khan or Bannu (preferably the former) to serve these two districts. We endorse the recommendation that a second Government training school for women at Dera Ismail Khan is necessary. As stated in paragraph 21, the number of junior vernacular women teachers turned out from the existing Government Normal School at Peshawar is between ten and eleven every year, which implies a strength of the training school of about 20 to 22 since the course is of two years' duration. This output is small and we think that attempts should be made to train a larger number of teachers

every year and would suggest the possibility of endeavouring to train even in the present training school more teachers than at present.

24. Stipends.—Paragraph 137 of the North-West Frontier Province Education Code lays down that stipends are provided from provincial revenues for students attending the Senior Vernacular certificate course at Rs. 20 a month and for the Junior Vernacular certificate course, both men and women, at Rs. 15 a month. Teachers in permanent employ, sent from Government institutions to undergo training in the Training College, who are in receipt of Rs. 40 or less receive, while under training, emoluments, including stipends, of not less than their full substantive pay. Those in receipt of salaries exceeding Rs. 40 per month are given three-fourths of their substantive pay, subject to a minimum of Rs. 40 per month. This concession is extended to the stipendiaries from board schools also, but the only amount payable by Government is the stipend, the balance of the pay of the teacher under training and the whole of the substitute's allowance being met by the local body. We had evidence suggesting that the number of stipends should be increased, while some witnesses also suggested that the value of the stipend should also be enhanced. We are of opinion that the present rates given above are not unsuitable, but that additional stipends are required for both men and women, the actual number depending upon the accommodation that is available in the training schools and classes which we have recommended should be opened.

25. Pay of teachers.—The rates of pay for men teachers are Rs. 20 for an untrained teacher and Rs. 25—1—35 for a certificated junior vernacular teacher *plus* an allowance of Rs. 5 per month for 8 per cent. of the cadre. We were informed that in municipal schools Rs. 20 was given as a fixed pay to untrained men, but for trained men the municipalities had their own grades, the Abbottabad Municipality, for instance, paying as much as Rs. 35 or Rs. 50 for trained teachers. The average pay in schools under private management was said to be Rs. 35 or Rs. 40 and that such schools found difficulty in obtaining trained teachers on these salaries. Witnesses suggested that the pay of teachers should be increased and that their posts should be made pensionable. The Director of Public Instruction, while of opinion that more men would be recruited by offering higher pay, was not prepared to state that at existing rates the supply was unequal to the demand.

We consider that a larger number than 8 per cent. of the cadre should be eligible for pay rising above Rs. 35 per month, which is the present maximum, and suggest that 20 or 25 per cent. of the cadre should be eligible for a selection grade of Rs. 35—1—45.

Trained women teachers are paid at higher rates than men with the same qualifications and their rates of pay were considered by the Inspectress of Girls' Schools to be sufficient. There were said to be many untrained headmistresses of district board

primary schools who had only passed the primary school examination and were in receipt of a fixed pay of Rs. 20 per month, in spite of the fact that they had rendered many years' service. It was represented to us that it was hard on these headmistresses to be drawing the same pay as their assistants, who in the majority of cases had been their own pupils and were inexperienced. A plea was entered on their behalf and it was suggested that their pay should be raised to Rs. 20—2—30. The Director of Public Instruction thought that there was a case for considering the revision of the pay of women teachers in order to increase the supply of women of better qualifications for isolated schools.

We are of opinion that the total emoluments of a headmistress should be appreciably higher than the total emoluments of any one of her assistants and that this difference might be attained either by giving the headmistress a special headmistress's allowance or by having a special graded scale of pay for the headmistress, higher than the grade of the ordinary assistants.

26. Curriculum.—So far as boys' schools are concerned the criticisms and suggestions received from witnesses generally centred round what was termed the inutilitarian nature of the course and the want of correlation between the subjects taught and the life of the people. Industrial, vocational, manual and technical training, rudiments of agriculture, account keeping, duties of village officials, *e.g.*, the patwari and sub-inspectors of Police, and the manner in which these officials kept their records were put forward by witnesses as suitable subjects for instruction to boys in primary schools. It was also suggested that the present syllabus for arithmetic and for geography should be lightened and that Persian should be eliminated from the course. On the other hand, it was stated that the curriculum had been carefully revised in 1923 and was discussed and passed by the Provincial Educational Conference of that year, and most witnesses considered that, if properly taught, the course was generally satisfactory.

In respect of girls' schools, it was put forward that, since the curriculum for girls is at present on the same lines as that for boys, it is out of touch with the real needs of girls. It was suggested that subjects affecting their later life, *e.g.*, cooking, knitting, sewing, nursing, practical hygiene, care and upbringing of children, music and gardening should be taught besides the 3 R's. On the other hand, it was put forward that some elementary instruction is already given in girls' primary schools in cooking, sewing, home hygiene and laundry work and that no change was required. The Inspectress of Schools stated that in the North-West Frontier Province girls' education was being made as practical as possible, while the Director of Public Instruction entered a caution against overloading the curriculum to the detriment of the attainment of literacy.

The evidence generally expressed the views, with which we agree, that the curriculum has been very carefully worked out

and that no change is necessary in it for the first four years of the course; for the fifth year of the course, however, it would be desirable to introduce for boys some instruction in English as well as in handicrafts, including some practical training in subjects that would be of use to the boy locally and of utilitarian value to him, such as a knowledge of patwari records, and for girls domestic work. This curriculum would be formulated by the Department of Public Instruction after it had considered the suggestions of local bodies and of the authorities of institutions controlling or engaged in educational work. English is not suggested as a subject of instruction for girls, as girls do not come so much into the outer world where they need it as boys do; moreover the supply of anglo-vernacular women teachers is very limited.

27. School hours.—One or two witnesses pointed out that the poverty of the people necessitated the keeping of their children at home to tend cattle and do other domestic duties. They suggested a reduction in the length of school hours to enable the children to earn something or to help their parents in some other manner. Paragraph 48 of the North-West Frontier Province Education Code makes provision for all the latitude that appears to us necessary. It lays down that the hours for closing and opening school shall be fixed according to the season, locality or class of pupils by the local bodies and school managers concerned (and in the case of Government schools by the headmaster) subject to the restriction that the total number of hours devoted to secular instruction daily shall not exceed four hours in primary schools, exclusive of the time allowed for recess. We are not convinced that four hours out of the 24 of day are too much to ask to be given up to education.

28. Medical inspection.—Witnesses emphasised the need for medical inspection of children to be carried out systematically and regularly. It was stated that a medical inspector had been appointed recently but that, though this was an excellent step, the public were inclined to resent his attentions, so that progress must at first be slow. It was suggested that students in normal schools should have special courses of lessons (given, if possible, by the Health Department) on the diseases they are likely to meet with in a village, *e.g.*, trichoma, malaria, ringworm and so on, that they should have practical experience of treating these diseases (under the supervision of a doctor) and that when they leave the training school they should be supplied with a box of simple remedies like boric powder, iodine and quinine, of which they could make use in their schools. The medical inspection of girls, especially of girls in secondary schools, followed by remedial treatment, was said to be urgently needed.

The general principles which we have applied to other provinces in respect of the medical inspection of pupils should, we consider, be equally applied to the North-West Frontier Province. We would like to observe, however, that we do not recommend

that specific instruction should be given to teachers on common diseases. We are of opinion that the treatment of diseases should be confined to qualified practitioners. We are, however, strongly of opinion that all teachers under training, both men and women, should be given courses of first-aid and that in addition women should have courses in home nursing. So far as the medical inspection of girls is concerned, we do not consider that girls' education or public opinion in this matter had advanced sufficiently far in this province to enable us to advise that Government should insist upon girls being medically examined. It would, moreover, be very difficult in the North-West Frontier Province to secure qualified lady doctors for girls' schools; there are very few of them in this province. Wherever medical inspection of girls can, however, be arranged for without the parents objecting to it, there is no objection to its being introduced.

29. Religious and moral instruction.—Witnesses who appeared before us stated that parents object to their children, particularly girls, going to school since regular religious instruction is not imparted to them. A few put forward the view that religious education should be imparted compulsorily and at Government expense in every school and to all pupils according to their religion or denomination. It was held that this would not be difficult as every teacher, Hindu, Sikh or Muslim, could be made to learn a few elementary rules of his religion and impart them to his pupils. Alternatively, it was suggested that every school should have a separate religious teacher, the maulvi of the village being employed to impart religious instruction to Muslim boys, while women of the village well-acquainted with religious doctrines being employed in the case of girls. One or two witnesses, while advocating religious instruction in all schools, thought that money for it should be provided by the parents who desired that such instruction should be given. Muslims were in general more desirous of having religious instruction made compulsory in schools than were Hindus. Few would accept moral instruction as a substitute for religious instruction.

We are unable to endorse the suggestions that religious instruction should be made compulsory in all primary schools and that the cost of imparting it should be met from public funds.

Religious instruction is at present governed by paragraph 165 of the North-West Frontier Province Education Code which runs as follows:—

"165. Religious instruction may be given in Government and board schools on the following conditions:—

(*i*) The time devoted to such instruction shall not exceed one period daily out of school hours.

(*ii*) The instruction shall be given by a teacher or teachers selected by the parents who desire such instruction for their children in Government schools; such instruction shall not be given by a member of the staff.

(*iii*) No pupil shall be required to attend during the period of religious instruction unless his parents have expressed a wish that he should do so.

(*iv*) No charge on account of religious instruction shall be paid from public funds. The question of charging fees for such instruction is left entirely to the community desiring it.

N.B.—Rule (*i*) may be interpreted to mean that religious instruction may be imparted within school hours for one period daily provided always that the school working day is lengthened by the addition of the period given to religious instruction."

We have come to the conclusion that these rules work quite satisfactorily but would like to remark that every opportunity should be given, where parents so desire, of introducing religious instruction into schools for girls.

30. Residential primary schools.—We agree with witnesses that there is no need to establish residential primary schools in the province.

31. Compulsory education.—Compulsory education is not in force in any part of the province.

32. Prejudice against compulsion.—With the exception of one or two areas, prejudice against compulsion exists everywhere on educational, economic, social and religious grounds. The objections were said to vary in strength in different localities and some of them, notably the social and religious, showed a tendency to decrease. The best means to remove the objections to compulsion were said to be by propaganda, by the opening of new schools and by the raising of the efficiency of all schools as fast as funds permitted.

33. Introduction of compulsion.—The majority of witnesses were not in favour of compulsion for boys as they were of opinion that all steps for expansion on a voluntary basis had not yet been taken and the facilities exhausted. Compulsion, according to them, should be regarded as the ultimate ideal but its general introduction was not feasible until a strong enough public opinion was developed through vigorous propaganda to override, without serious trouble, opposition to it, until sufficient teachers were available to provide efficient teaching and until sufficient suitable buildings with playgrounds were found to accommodate all the children concerned. A substantial number of witnesses were in favour of gradually introducing compulsion for boys in urban areas. One witness gave as his reasons that education alone can check the impulsiveness and predatory instincts of the people and inculcate in them law abiding habits and methods of economy. With few exceptions, all witnesses were agreed that the time had not yet arrived for the introduction of compulsion in rural areas where a wide scope still existed and would exist for some years to come for expansion on a voluntary basis.

With two exceptions, all witnesses were agreed that the time had not yet arrived for the introduction of compulsion for girls in either urban or rural areas. It was reported that some propaganda work was already carried out by the Inspectress of Schools and by educated ladies in charge of aided girls' schools and that if funds were available it would be possible to double without difficulty the rate of the programme of expansion for girls' education, so that for many years to come there could be no question of applying compulsion to girls. One witness suggested that propaganda work should not be done by Government officials but by purdah ladies and mistresses of schools, who would arrange committees according to mohallas which would carry on the necessary propaganda work.

It was also agreed by all witnesses that in all areas a preliminary survey of the facilities and funds required and available would be necessary before compulsion could be introduced, and mention was made that some areas, like Bannu and Peshawar Municipalities and possibly also Abbottabad, had possibly reached the stage when compulsion could be applied to boys. Witnesses agreed that if compulsion were decided upon the ages of compulsion should be the same for children of all communities; they generally favoured the ages of 6 to 12 for boys and girls, so as to enable the entire primary course to be covered during the period of compulsion. It was suggested that if a boy had not passed out of the primary school by the time he was 12 he should not be compelled to stay at school, the chances being that he was not likely to benefit much by further instruction in school. The Inspectress of schools considered it desirable that if compulsion were introduced and if the education of girls was to be of any lasting value they should remain in school two years longer than the primary course entails, that is until the completion of the lower middle course.

Most of our members are of opinion that since educational expansion has not been exhausted on a voluntary basis there is at present no need for the introduction of compulsion. The rest of us consider that the introduction of compulsion in selected urban areas should be made possible by the application to the province of some Elementary Education Act which makes provision for the application of compulsion. If this were done it is anticipated that compulsion will be applied only in certain urban areas or parts of urban areas as an experimental measure, it being considered that the time has now come when in certain urban areas compulsion should be tried and that every encouragement should be given to urban local bodies to introduce it. It is only by the application of compulsion that all boys of school age will be brought to school.

We have considered the question of compulsion for girls very carefully and have reached the conclusion that the time is not yet ripe when compulsion can be introduced among any class of the community in rural areas or among Muslim girls in urban

areas, but it appeared to us that the Sikh community would welcome the introduction of compulsion among their girls who live in towns. It is also possible that some of the other Hindu communities might not be averse to the compulsory education of their girls.

34. Exemptions.—Three or four witnesses, who were the only ones who gave any opinion on this point, would not exempt children of any particular community from the application. The Director of Public Instruction considered that menial servants, namely, sweepers and dhobis, should be exempted for some years. The bare idea of education was, he thought, only now dawning on these classes and compulsion, if applied, would probably defeat its own end.

35. Authorities to enforce compulsion and its introduction.—Various authorities were suggested by witnesses as proper to enforce compulsion. These included panchayats, sabhas and societies, and local bodies assisted by the district educational administration and civil authorities. It was mentioned that the rules framed under the Punjab Primary Education Act laid this duty upon local committees appointed by the district board in the rural areas and by municipal and notified area committees in urban areas. We do not anticipate that it will be possible to introduce compulsion in the near future in any but municipal areas, and in these areas local committees of the municipal authorities appear to be the most suitable authorities to enforce it when introduced. Sanction for the introduction of compulsion would naturally vest in Government, which should have power to enforce its introduction when considered necessary.

36. Safeguards.—Under the rules framed under the Punjab Primary Education Act, 1919, the inhabitants of the area in question have the right to object in writing to the omission from or inclusion in the list of boys of school-going age of any boy dependent on them and such objection is considered by the committee. It was also mentioned that the Act of 1919 provides in Part II a reasonable amount of protection, especially in Section X. We consider these safeguards sufficient.

37. Cost of compulsion.—Witnesses suggested that the cost of compulsion should be met in the following ways:—

(*a*) By Government.

(*b*) By municipalities in municipal areas, by district boards in rural areas, and by Government in training schools.

(*c*) By the Government of India and local bodies in the ratio of 3 to 1.

(*d*) By Government grants and the reservation of a fixed percentage of the revenues of local bodies for educational purposes.

(*e*) Half the cost should be met by the local body, an *ad hoc* educational tax being raised, the responsibility for assessing and levying this tax being placed on the local body.

(*f*) Additional taxation on the basis of one pice per rupee on revenue tax, the amount to be earmarked for education in areas where compulsion is applied. Free school houses and quarters for teachers should be provided by villagers.

(*g*) By Government grant and additional taxation, *e.g.*, house-tax or increase in rate of local cess and re-appropriation from other local funds.

A caution was entered that so long as the people paid taxes at the same rates as in other parts of India they did not want to pay any more and that any extra money required should be found by Government.

We do not know accurately the financial position of local bodies and what further funds they can afford to find, but we are convinced that Government will have to find the greater part of the funds for compulsion, whether from existing sources of revenue or from additional taxation (local or general) we are not in a position to state.

38. Co-education.—Although co-education is in practice found to a very small extent in rural areas, particularly where there are no girls' schools, the majority of witnesses did not favour co-education. It was suggested that in order to familiarise the people with it one model primary school should be opened in each municipal area staffed entirely by women teachers where co-education up to the age of 12 years might be tried. If the experiment succeeded it could be extended.

The main objection to sending boys and girls to the same school was that unless there were women teachers employed in the school (and in the present state of society it is not always possible for men and women to teach in the same school) the girls received no training in needlework, cookery and other household arts. Their physical education was neglected and they could not take part in games. It was held that the education they received in a boys' school would certainly not fit them for life in a village. One or two witnesses stated that there was no objection to allowing boys and girls under ten years of age to be educated together provided that the parents wished it. The initiative should, however, come from the villagers themselves.

If co-education were introduced, witnesses held that it should be exclusively under women teachers, at least in classes I and II if not throughout the whole primary course. But doubt was expressed whether the supply of women teachers would enable them to be employed for many years to come. There are, moreover, objections to the employment in the same small school of both men and women teachers together.

We are of opinion that, where co-education exists to any great extent, it is desirable that the teaching should be given by women teachers. But where women teachers are not employed, a woman attendant or a special woman to teach sewing should be engaged,

as it is not suitable that little girls should be alone in a boys' school without some woman to look after them.

38. Bilingual and multi-lingual areas.—The multi-lingual problem in the North-West Frontier Province is confined almost exclusively to towns, and witnesses did not consider it as serious as witnesses did in the other areas which we visited. Well over 90 per cent. of the population is Muslim, and the Muslim has a leaning towards Urdu even when Urdu is not his mother tongue. Pushtu is spoken by the people throughout the greater part of the rural areas, while in towns Pushtu, Urdu, Hindko and Punjabi are spoken.

So far as girls' schools are concerned the Education Code of the North-West Frontier Province lays down that the course in a primary school shall include instruction in a vernacular. No specific vernacular is prescribed, and we found that in practice schools generally confined their attention to one vernacular, some to Urdu, some to Hindi and others to Punjabi; and that a few schools only made provision for instruction in more than one vernacular. We recommend that, wherever the number of pupils reading in a school is large enough to justify the cost, instruction should be offered in the vernacular of the pupils, provided the parents so desire, even when that vernacular is not the language of the majority of the pupils.

Regarding boys' schools we came across a rather unusual state of affairs; the vernacular prescribed by the Department for the whole province is Urdu, although the language spoken by the people is not Urdu throughout the whole province—in fact, a large number spoke Pushtu or Hindko which is a colloquial language understood by the great majority of people in the North-West Frontier Province in the same way as Hindustani is a colloquial language understood by most people in Northern India; others who did not speak Urdu spoke Punjabi. Among the Pushtu speaking people, we came across a remarkable solidarity of opinion in favour of instruction being given in Urdu rather than in Pushtu. Pushtu was recommended to be used only colloquially in the lower classes of the school in the course of explanations by the teacher. The Pushtu speaking population, was practically unanimous in favour of the rejection of Pushtu in favour of instruction throughout in Urdu. Accounts and everyday transactions were usually in Urdu and never in Pushtu. We accept the position as it is, though we recognise that its acceptance implies the rejection of the fundamentally sound educational principle that a child should, in the early days of its schooling, receive instruction in its own vernacular. In some parts of the province, where the people speak Punjabi and where a demand for instruction through the medium of Punjabi might have been expected, we did not find that such a demand was evident. Instruction in these areas is given through the medium of Urdu, but we would like to stress the desirability of such instruction being given by Punjabi knowing teachers who are able to explain

the lessons in the earlier stages of a child's education through the medium of that language even although the formal instruction is given through the medium of Urdu.

Persian is a compulsory language in the upper classes of the primary school for purposes of instruction, although an examination in it is not compulsory at the end of the primary school course. We are of opinion that it is scarcely necessary to prescribe one language only, namely Persian, as a compulsory language for boys of the primary school. We would much prefer that Persian should be an optional language only. We recognise that any instruction in a second language should be deferred until a quite late period in the primary school course, and cannot as a general rule recommend instruction in a second vernacular in the primary school course at all, except when it is looked upon as suitable for children who are likely to proceed higher than the primary course with their education, or when it is confined to the last years of the primary course and taught for purely utilitarian purposes. We understand that Persian has a utilitarian value in the North-West Frontier Province.

40. Vocational and industrial training.—Some witnesses would include industrial training in primary schools and one suggested training in making mats, in wood work, in masonry, in pottery, in shoe making, in leather tanning, in brick making and such like employment which would be useful to children later on in life. It was also suggested that for boys gardening and field work, which is their natural occupation, should be taught scientifically and practically; while, in order to make education utilitarian and attractive to the children of untouchables and other backward classes, witnesses would include sewing, knitting and, generally, instruction in making articles, *e.g.*, *nalas* and *newar* (waist bands and tape), which would be of use in their homes and command a sale among their own people, possibly also rug making and simple carpentry. The Director of Public Instruction was not in favour of making any primary education utilitarian or vocational. His view was that primary education aims at producing literacy, that it was difficult enough to attain this object alone and that to give a vocational bias to primary education would be to court disaster. We concur in general with the view that the main object of the primary course is to produce literacy in the child, and are of opinion that the suggestion made for training little boys of 6 to 10 years of age in most of the occupations mentioned above could not have been made by those who have had any experience of the education of the child, or except by those who do not look upon the spread of literacy as the main object of primary education. There is, of course, no objection to boys receiving some vocational training when they are old enough to benefit by it, provided that it does not interfere with the main object of their education, but the stage at which this training can be given is normally after the primary course is finished. And the general opinion that we had expressed to us that the primary course for the first four years was suitable is

sufficient indication that the desire for the introduction of vocational training in the primary school was not by any means universally held.

41. Part-time schools and night schools.—Except for the untouchables and other backward classes, there was no demand for part-time or for night schools, and even when a demand was made witnesses seemed to mean, by part-time schools, schools the hours in which would be fixed so as to be suitable to the local needs of the community, the minimum period (four hours per day) being retained for school.

We have already dealt with the question of school hours and we see no need to make any further recommendation in this matter.

42. Fees and free education.—Under Article 73 of the Education Code no fees are levied in primary schools under public management, nor are any fees charged in aided primary schools or the primary departments of aided secondary schools which we visited. We received no complaint in this matter and have no recommendation to make.

43. Concessions to school children.—Concessions in the shape of free books and slates are given to the poorer children in some areas. The Kohat Municipality, for instance, used to supply all girls with free books, slates and other school materials, but has now on the score of expense restricted the supply to a limited number of girls whose parents are poor. Witnesses suggested that in respect of children of the untouchables free books and school materials, and even a free meal, might be given, the last mentioned on the ground that these people were poor and that every member of the family was an economic asset. A few witnesses thought that stipends should be given instead of free food or clothing. Against the concession of stipends or free meals it was urged that these were impracticable and would besides introduce into schools the dangerous principle of paying children to come to school.

We are in favour of granting some concessions to sweeper children and would recommend only that they be given stationery, books and slates free of cost.

44. Description of untouchables.—The only class which can be classed as untouchables in the North-West Frontier Province are the sweepers. They are solely engaged in scavenging work. A large number of them have embraced Christianity or Islam, while the small number who have not done so have been imported into the North-West Frontier Province mainly from the Punjab. Sweepers are to be found principally in the towns and cantonment areas; there are no sweepers in rural areas. Education amongst them is very backward, due partly to social but mainly to economic causes. Women as well as men work, hence boys and girls between the ages of 5 and 10 are obliged to look after the younger children. After that age the children themselves work for wages or continue to help their parents.

45. Existing provision for education of untouchables.—For the education of the untouchables no special provision exists except one school maintained by the C. M. S. Mission for Punjabi Christian sweepers at Dera Ismail Khan, and one Arya Hindu school. These schools are financed entirely from mission and private funds respectively. The children of sweepers are eligible for admission to the ordinary schools, but they do not join these schools to any great extent; only a few sweeper boys were found attending the ordinary schools. There is said to be a certain amount of prejudice against their admission to schools maintained by the Hindu and Sikh communities, but that the prejudice is not so strong as in other provinces. When admitted, they received, it was said, at least theoretically equal opportunities with their class fellows, though in practice there is some objection from their fellow pupils to their association with them.

46. Expansion of education among untouchables.—Some witnesses would have special schools for sweepers, at least for the present, while others would not have them on the ground that special schools would merely perpetuate the prejudice against them. The latter held that the award of grants from public funds should be made conditional on willingness of schools to admit them. Other suggestions were that every municipality should open a primary school in the quarter where these classes live—but it was ascertained that sweepers did not all congregate in a single quarter—and that children of all communities, including untouchables, should be admitted to any school. It was anticipated that there would be some objection to the admission of sweeper children at first but that this objection would gradually disappear through course of time. In connection with the questions as to whether seats should be reserved for untouchables and higher grants given to schools which admit them, it was stated that it would be practicable to reserve a certain number of seats for them in the ordinary schools and to award a higher grant to a school which admitted them but that there was at present no necessity for either, though if one were to be adopted preference was expressed for the former. Apart from the view expressed in paragraph 48 below we have no special recommendation to make in regard to them in view of the existing rules and of the recommendation that we have made elsewhere regarding concessions to school children.

47. Teachers for untouchables.—It was stated that teachers for these classes should be recruited from the same class as the pupils but that until a supply was available they should be recruited from the Muslim community or the Missionary Societies of the Punjab. Some witnesses suggested the reservation of places and the grant of special stipends to men and women teachers drawn from these classes but the Director of Public Instruction did not think there was need for the acceptance of either suggestion at the present moment and that when the need arose the necessary action could be taken on either or both of these lines. We agree.

48. Recommendations of Committee.—The problem of the education of the untouchables only arises in some urban areas where in general sweepers, who are the only untouchable class in the North-West Frontier Province, have been imported from the Punjab at relatively high rates of wages. They generally live in scattered areas of the city, but in one case in Peshawar there is an area in which the majority of sweepers are congregated. The majority of us are opinion that no special facilities are needed for the education of the untouchables, except possibly the location of a school in or near the centre of an area which is peopled by sweepers. One of our members, however, is in favour of a special school for sweepers being situated in an area peopled by sweepers.

49. School finance.—The rules for the award of grants-in-aid in the North-West Frontier Province to recognised schools under private management are given in chapter V, articles 89—113 of the Education Code of that province. Their underlying principles may be briefly summarised as follows:—

Non-recurring grants are given for capital expenditure only, *i.e.*, for buildings (but not for repairs) and for equipment. Subject to funds being available out of the fixed annual allotments of Rs. 20,000 for buildings and Rs. 5,000 for equipment, approved schemes of expenditure may be aided by Government up to a maximum amount of 50 per cent. of their cost.

Recurring grants.—District and municipal boards pay grants-in-aid to primary schools and to primary departments of other schools, while provincial funds pay grants to secondary schools. In order to be eligible for a maintenance grant certain conditions as to numbers of pupils, staff, fees and accounts have to be satisfied by all schools. Primary schools and departments are then assessed for grant at a *minimum* rate of Rs. 12 per mensem per certificated teacher required. The assessment is made by the Inspector of Vernacular Education in the case of boys' schools, and by the Inspectress of Schools in the case of girls' schools. The rates for girls' primary schools are *double* the rates for boys' primary schools.

Schools under private management in district board areas earn grants in accordance with these rules, while those in municipal areas earn grants under the same rules as amplified by the Director of Public Instruction's circular letter No. 2438/44, dated the 23rd March, 1923 (*vide* Appendix K), which was addressed to all municipal committees.

We received complaints that the grants made under these rules were illiberal and that some Municipalities were unable, owing to lack of funds, to pay schools the full grants earned under the rules. In order to remedy these defects the following suggestions were put forward:—

(1) That the whole cost of maintaining a school under private management should be met from public funds.

(2) That a large fraction of the whole cost of maintaining a school under private management should be met from public funds.

(3) That the whole cost of the teachers employed in private schools should be met from public funds.

(4) That a large fraction of the whole cost of the teachers employed in private schools should be met from public funds.

(At present the grant works out at approximately one-half of the cost of a teacher.)

(5) The rate of grant should not be fixed but should be increased as the teachers' salaries are raised. This will allow of an incremental scale of salaries being given to teachers and the management obtaining a fraction of the increasing cost to them.

(6) An additional grant should be given to primary schools on account of their expenditure on menial staff and contingencies, for example, on peon, sweeper, bhisti, chalk, registers and other school requisites.

(7) The number of pupils and average attendance per class should be reduced so as to allow more teachers for whom grants would be assessed.

(8) The grants for girls' schools should be raised by 50 per cent. At present for trained women teachers in district board schools the grant is Rs. 24 per mensem and for untrained women teachers Rs. 16 per mensem.

(9) The number of pupils per teacher in a girls' school should be less than the number of pupils per teacher in a boys' school.

(10) It should be incumbent upon local bodies to pay the grants actually earned by schools under the rules of the Education Code and that if a local body has not sufficient funds to meet the cost the balance should be provided from provincial funds.

The Director of Public Instruction did not consider that any modification in the existing rules was required. He thought that the present rules worked well in practice, that the system worked out about as favourably to an aided school as the Punjab system and that calculations made showed a slight balance in favour of the North-West Frontier Province system.

The grant-in-aid rules in the North-West Frontier Province appear to us to be generally satisfactory and we do not advise a departure from the fundamental principle of the Code, which is the payment of a fixed grant for each teacher according to his qualifications. The only suggestions that we would make are:—

(1) Discretion might be allowed to the inspecting officer to state the number of teachers really necessary for the efficient working of the school and on whom the salary grants should be paid.

(2) In girls' schools an additional fixed grant estimated so as to be equal to about two-thirds of the cost met by the school for the purpose should be given for the employment of callers to see to the

children going safely to and from between their homes and the school.

(3) The grants-in-aid given to schools in the district board areas appear to us to be rather small, and we recommend that they be increased to such an extent that approximately three-fourths of the expenditure of the school would be met from public funds. Thus if the average salary of a teacher is about Rs. 24 per mensem the fixed grant paid by Government should be Rs. 18 per mensem.

(4) We consider that where a school earns a grant under the rules in force for its assesment, it should be paid the full amount that it earns by the authority (Government or local body) which pays the grant and that the payment of such grants in full should have a prior claim on public funds over other expenditure in the shape of grants.

50. Educational finance of local bodies.—The income of local bodies and their expenditure on primary and on other branches of education during the last three years as also the percentage of expenditure on primary and on other branches of education to the total income are given in the statements below:—

NORTH-WEST FRONTIER PROVINCE.

Income and Expenditure of Local Bodies (other than buildings).

Year.	Total income.	Expenditure on Education.				Expenditure on Primary Education.			
		On boys' schools.	On girls' schools.	Total.	Per cent. of total income.	On boys' schools.	On girls' schools.	Total.	Per cent. of total income.
	Rs.	Rs.	Rs.	Rs.	%	Rs.	Rs.	Rs.	%
				District Board, Peshawar.					
1926-27 . . .	2,06,911	*	*	48,393	23·4	*	*	*	*
1927-28 . . .	2,01,570	*	*	38,644	19·2	*	*	*	*
1928-29 . . .	1,84,839	*	*	50,978	27·6	*	*	*	*
				District Board, Bannu.					
1926-27 . . .	44,960	9,665	1,248	10,913	24·3	3,742	1,248	4,990	11·1
1927-28 . . .	49,094	9,725	1,248	10,973	22·4	4,071	1,248	5,319	10·8
1928-29 . . .	42,574	12,376	960	13,336	31·3	4,488	960	5,448	12·8
				District Board, Dera Ismail Khan.					
1926-27 . . .	47,094	*	*	8,500	18·0	*	*	*	*
1927-28 . . .	40,686	*	*	8,500	20·9	*	*	*	*
1928-29 . . .	51,693	*	*	8,500	16·4	*	*	*	*

* Figures not available.

Income and Expenditure of Local Bodies (other than buildings)—contd.

Year.	Total income.	Expenditure on Education.				Expenditure on Primary Education.			
		On boys' schools.	On girls' schools.	Total.	Per cent. of total income.	On boys' schools.	On girls' schools.	Total.	Per cent. of total income.
	Rs.	Rs.	Rs.	Rs.	%	Rs.	Rs.	Rs.	%
				Municipal Committee, Haripur.					
1926-27 . . .	52,486	1,125	286	1,411	2·7	180	286	466	0·9
1927-28 . . .	48,783	5,382	303	5,685	11·7	1,002	303	1,305	2·7
1928-29 . . .	50,031	4,989	369	5,358	10·7	820	369	1,189	2·4
				Municipal Committee, Abbottabad.					
1926-27 . . .	61,363	6,120	3,938	10,058	16·4	5,145	3,938	9,083	14·8
1927-28 . . .	75,702	6,224	5,042	11,266	14·9	5,477	4,490	9,967	13·2
1928-29 . . .	83,263	6,583	5,332	11,915	14·3	5,446	5,025	10,471	12·6
				Municipal Committee, Peshawar.					
1926-27 . . .	7,60,429	36,210	33,661	69,871	9·2	36,210	19,078	55,288	7·3
1927-28 . . .	8,02,179	33,991	34,426	68,417	8·5	33,991	18,254	52,245	6·5
1928-29 . . .	7,40,071	36,529	38,438	74,967	10·1	36,529	21,049	57,578	7·8

			Municipal Committee, Bannu.							
1926-27 . . .	2,24,671	13,482	9,196	22,678	10·1	13,482	6,496	19,978	8·9
1927-28 . . .	2,06,480	13,464	11,227	24,691	12·0	13,464	8,327	21,791	10·6
1928-29 . . .	2,12,205	14,376	11,368	25,744	12·1	14,376	8,384	22,760	10·7
			Municipal Committee, Dera Ismail Khan.							
1926-27 . . .	1,35,113	12,943	9,145	22,088	16·3	11,932	3,856	15,788	11·7
1927-28 . . .	1,51,398	11,171	8,743	19,914	13·2	10,188	3,288	13,476	8·9
1928-29 . . .	1,40,645	9,758	8,942	18,700	13·3	8,899	3,763	12,662	9·0
			Notified Area Committee, Baffa.							
1926-27 . . .	9,320	2,294	...	2,294	24·6	2,294	...	2,294	24·6
1927-28 . . .	9,034	2,132	...	2,132	23·6	2,132	...	2,132	23·6
1928-29 . . .	8,420	2,575	...	2,575	30·6	2,575	...	2,575	30·6
			Notified Area Committee, Kulachi.							
1926-27 . . .	21,865	724	1,350	2,074	9·5	724	1,350	2,074	9·5
1927-28 . . .	17,452	5,724	394	6,118	35·1	724	394	1,118	6·4
1928-29 . . .	20,747	724	226	950	4·6	724	226	950	4·6

Income and Expenditure of Local Bodies (other than buildings)—concld.

Year.	Total income.	Expenditure on Education.				Expenditure on Primary Education.			
		On boys' schools.	On girls' schools.	Total.	Per cent. of total income.	On boys' schools.	On girls' schools.	Total.	Per cent. of total income.
	Rs.	Rs.	Rs.	Rs.	%	Rs.	Rs.	Rs.	%
				Cantonment Board, Nowshera.					
1926-27 . . .	1,63,990	4,358	480	4,838	3·0	4,358	480	4,838	3·0
1927-28 . . .	1,75,847	4,332	590	4,922	2·8	4,332	590	4,922	2·8
1928-29 . . .	1,91,021	4,487	1,150	5,637	3·0	4,487	1,150	5,637	3·0
				Cantonment Board, Peshawar.					
1926-27 . . .	2,28,289	2,808	1,960	4,768	2·1	2,808	1,960	4,768	2·1
1927-28 . . .	2,17,056	2,820	2,520	5,340	2·5	2,820	2,520	5,340	2·5
1928-29 . . .	2,12,092	3,180	3,748	6,928	3·3	3,180	3,748	6,928	3·3
				Cantonment Board, Risalpur.					
1926-27 . . .	70,570	96	...	96	0·1	96	...	96	0·1
1927-28 . . .	70,429	96	...	96	0·1	96	...	96	0·1
1928-29 . . .	59,488	96	77	173	0·3	96	77	173	0·3

The amount that local bodies are expected to spend on education is laid down in articles 172 and 173 of the Education Code which runs as follows:—

172. The Local Administration will make grants from provincial revenues to District Boards and Municipalities in aid of expenditure on education. Such assignments from provincial revenues will depend on the expenditure on education by the local body concerned of a reasonable proportion of its net revenue, exclusive of contribution.

173. The proportions expected under Article 172 are 25 per cent. in the case of District Boards and 10 per cent. in the case of Municipalities.

District board schools are financed from district board revenues. The income side of the educational budget consists of sundry fixed contributions to be made by the district board towards education. These contributions were assessed in 1912 and were based on an average of 25 per cent. of the board's net income for the previous three years; the contributions have not since been altered. The remainder of the income is the contribution from provincial revenues to enable the board to balance its expenditure. This item is by far the largest part of the educational income being between 75 to 80 per cent. of the total. The income of district boards has risen since their contributions were fixed in 1912, partly by the levy of the raisiyat tax and partly by an increase in fees. It was noticed in the year 1923-24 that some boards showed a tendency to economise by curtailing educational facilities. A circular was, therefore, issued in 1923 by the Director of Public Instruction to all the deputy commissioners and chairmen of district boards in the North-West Frontier Province. In this circular the situation was reviewed and the boards were reminded that their contributions, in consideration of which the Government of India had contributed from year to year the balance of their educational expenditure, were to be considered as minima and not as maxima. They were also invited to examine the question of increasing their share of the expenditure in view of the attitude which the Government of India had been compelled to take, namely, their inability to continue indefinitely the financing of local authorities on the former basis. Finally, it was pointed out that further economy at the expense of the educational budget was not permissible in view of the condition or which the original settlement was made. This circular produced one good result, namely, the educational savings which accrue are now being utilised for capital expenditure on educational buildings and equipment.

Municipal schools are financed from the funds of the municipality, aided by Government grants.

Privately managed schools are financed by grants-in-aid from municipal or district board funds and from fees, endowments, donations and contributions from the public and from private bodies controlling the schools. The financial condition of private bodies is

said to be not very sound. They depend to a very large extent upon Government grants to carry on their schools.

The proportion of expenditure on primary education and on other branches of education to the total income is given in the statement above. It will be seen that, while one local body spends as much as 30 per cent. of its income on primary education, another local body spends less than one-third per cent. of its income on primary education. Only eight local bodies spend the percentages laid down in the Education Code. This is very unsatisfactory. It was further brought to our notice that the Notified Area Committees of Nawanshahr, Becketgunj-Khowajagunj, Nowshera-Kalan and Lakki, were spending nothing on education. It was reported that there were district board schools in these areas on which considerable expenditure was being incurred by the district boards and it was put forward that if the cost of these schools were met, as it should be met, from the funds of the notified area committees then the district boards concerned would have more funds at their disposal to utilise on other parts of the districts which needed schools.

Divergent views were held on the question whether the cost of educational expansion should be met by extra taxation or by increasing the percentage of expenditure on education, expenditure on non-educational objects being correspondingly reduced. Some witnesses stated that reduction of expenditure on non-educational objects could and should be effected, others that additional funds should be obtained by levying an *ad hoc* educational tax. An *ad hoc* cess was recommended because money raised by additional general taxation might be utilised on schemes other than education and in order that people might see the purpose for which their taxes were being increased. On the other hand, witnesses opposed the earmarking of any source of income for education; they preferred that Government should share the expenditure of a local body by contributing a sum equivalent to that spent by the local body itself. Some witnesses also expressed the view that any reduction of expenditure on non-educational objects to provide funds for educational expenditure was neither possible nor desirable because in every district additional expenditure on dispensaries, veterinary work, local roads and other works of public utility was needed. The majority of witnesses considered that extra taxation would be resented and would thus act as an obstacle to the advance of education. It was stated, however, that some municipalities might be inclined to consider extra taxation but that the possibilities of local taxation were very limited. The opinion was expressed that, even if local boards were to raise enough money to treble their own educational contributions, yet provincial revenues would still have to find most of the money for any considerable expansion. Another suggestion put forward was that any expansion of education should be dependent on a proper share of expenditure being borne by a local body and that in order to enable the local body to meet their responsibility the maximum limit of local rate taxation (now 20 pies in the rupee on land revenue) should be removed to allow of increased

income by an increased rate being fixed. This was so far as district board areas were concerned. In respect of municipalities it was put forward that a special educational cess should be levied in municipal areas.

We consider that on the evidence before us there is little, if any, possibility of the additional funds required for expansion being obtained by levying additional taxation in the rural areas. In the towns, however, evidence from some quarters went to show that there was a possibility of additional funds being raised by additional taxation, although such taxation would be unpopular. We had very little support for the suggestion that a special educational cess should be levied, although in one quarter it was suggested that the desire of the people for education might be tested by their willingness to levy an educational cess, though how this could be achieved, since the levying authority would be the Government or the municipal committee which is nominated by Government, it is difficult to ascertain. In fine, we are very doubtful whether it would be feasible to levy additional taxation for educational purposes alone throughout the North-West Frontier Province. In this matter of finance, however, we feel some hesitation in making any recommendation, since we were not able to enter into very great detail into the economic conditions, financial commitments and resources of the province. We can only say that educational expansion is needed, that such expansion will cost money, and that private sources are not available to provide the necessary funds, so that public funds will have to do so.

51. Contributions for repairs and maintenance of school buildings constructed by district boards.—Since the separation of the Education Department of the North-West Frontier Province from that of the Punjab it has been the practice to pay district boards recurring contributions from provincial funds to enable them to maintain in good repair the school buildings erected by them from imperial and provincial grants. This was done because district boards found it very difficult to make any provision for the repair of these buildings from their own funds. Such contributions to the district boards were calculated at 3 per cent. of the capital cost of the buildings so erected, and the total contributions made to boards at the time of the introduction of the scheme in 1912 stood at Rs. 700. Since that year contributions have increased in accordance with an increase in the grants for buildings made from time to time by Government to the district boards. In 1929 they stood at Rs. 11,338. At the time of the submission of the five years' scheme of educational expansion to the Government of India the need for increasing this grant was not considered. The district boards having now begun to feel the financial strain of keeping in good repair the buildings erected during the last few years represented their case to the local Administration and pressed for the enhancement of their present contributions for annual repairs to a sum representing 3 per cent. of the Government grants made or to be made to them for the erection of

buildings during the quinquennium 1927-32. They pointed out that their present grants for repairs and maintenance do not reach 3 per cent. on the capital expenditure and that they could not meet the excess required from their own resources. The Chief Commissioner accordingly requested the sanction of the Government of India to the grant to district boards of funds calculated at 3 per cent. of the capital cost of buildings constructed, under construction or to be constructed from the Government grant under the five-year expansion scheme, the amount to be distributed proportionately among the various district boards according to the building grants contributed to them. The matter was referred to us by the Chief Commissioner at the instance of the Government of India for advice.

We advise that the practice of paying such grants which has already been established and has been in existence since the separation of the North-West Frontier Province from the Punjab should be continued.

SUMMARY OF RECOMMENDATIONS.

Introductory.

1. The responsibility of local bodies in regard to primary education should be firmly impressed upon them by local Administrations and, in addition, the Government of India should exercise, through its local Administrations, a much greater control over education than it does at the present time (paragraph 7).

2. Steps should be taken to ascertain whether a local body is making the fullest use of all its possible resources of income, and in cases when it is found that a local authority has obtained all possible income and is still unable to meet the needs of the expansion of education, Central Revenues should have no hesitation in coming to the rescue and giving local bodies all that is necessary to ensure that facilities at least for primary education are available to every child in the country (paragraph 7).

3. It is desirable that the whole population of India should be literate. In order to ensure general literacy full and adequate educational facilities should be provided; where private effort has been unable to make such provision the State and local bodies should do so. The provision of adequate facilities is a necessary preliminary to the application of compulsion (paragraph 8).

4. Special funds should be granted and set apart for education of backward communities, the distribution of these funds being left to the discretion of local Administrations on whom complete powers for spending this money should be devolved (paragraph 8).

5. Attention to girls' education is an urgent necessity and funds should be earmarked for girls' schools as apart from the general scheme of primary education (paragraph 8).

6. Primary education should not be less advanced in the administrations under the direct control of the Government of India than it is in the provinces and all steps should be taken, both administrative and financial, to ensure that these areas are educationally advanced and not educationally backward (paragraph 9).

Part I.—Delhi.

7. A boy who has received primary education ought to be able to understand the bania's accounts, the official village records and the patwari's books, and should also have a rudimentary knowledge of English (paragraph 12).

8. The rudiments of English should be taught in the highest class in a primary school, and for this purpose the scope of other subjects taught might be reduced, if necessary (paragraph 12).

9. For girls, the primary school course should not only be such as to make them literate at the end but should also include some instruction in handwork and in the simplest domestic arts, *e.g.*, sewing, which will be of use to them in life (paragraph 12).

10. The duration of the primary school course should be extended from four to five years in the case of boys' schools and the same period should be retained in the case of girls' schools (paragraph 13).

11. A separate whole-time Superintendent of Education, of the standing of an Indian Educational Service officer, should be appointed for the Delhi Province. He should be a member of the Municipality of Delhi and an *ex-officio* member of its Education Sub-Committee. His position should be analogous to that of the Chief Medical Officer of Delhi, and he should be entrusted with the entire control of the inspection of schools (paragraph 16).

12. Delhi Province requires the full time and attention of the Assistant Superintendent of Girls' Education who should not be burdened with any work outside the province. If, however, she is to continue to have any duties in Ajmer-Merwara, she should be helped by an assistant in her work (paragraph 16).

13. If superintendents of municipal schools are appointed, they should confine their attention to the guidance and supervision of teachers and the work of supervision and inspection of schools should continue to be performed by the inspecting staff of Government (paragraph 17).

14. The Superintendent of Education if appointed, otherwise the District Inspector of Schools and the Assistant Superintendent of Girls' Education, should be appointed as *ex-officio* members of the Sub-Committee of the Municipality for Education (paragraph 19).

15. There should be one or more non-official lady members on the Municipal Committee and the rules should be altered or nominations made so as to secure this object (paragraph 19).

16. Measures should be taken to stop the practice of the Municipal authorities in disposing of transfers and dismissals of teachers without consulting the Government inspecting agency in contravention of the rules laid down by Government for the administration of education in municipal areas (paragraph 20).

17. A rule should be included in the Education Code to the effect that no school for girls will be recognised or receive any grant-in-aid unless at least one member of its committee of management is a lady (paragraph 21).

18. An educational sub-committee of the District Board composed of members of the District Board and with power of co-option should be formed (paragraph 22).

19. An advisory Board of Primary Education should be formed for the entire province. It should be so constituted as to contain representatives of all educational interests in the province, both official and non-official, ladies as well as men, on which every community should be represented (paragraph 23).

20. To ensure against overlapping of educational effort, there should be greater co-operation and co-ordination between all agen-

cies operating in the educational field, and the advice of the proposed Board of Primary Education should be sought on matters of overlapping, the recognition of new primary schools and the withdrawal of recognition from any existing school (paragraph 24).

21. The introduction of compulsory education throughout the whole area is necessary, but its cost should be met mainly from public funds, voluntary effort only supplementing public effort in this direction, though all means should be taken to retain schools under private management and to encourage the institution of more schools by private effort (paragraph 27).

22. The provision of schools in rural areas should go hand in hand with propaganda in the villages and the employment of the right type of women teachers who should be offered better salaries and protection (paragraph 28).

23. Wherever possible and whenever funds permit, single-teacher schools should be transformed into two-teacher schools (paragraph 28).

24. Libraries, which should be open to the general public, especially to boys who have passed out of school, and which should contain suitable books for pupils as well as for teachers, should be attached to all schools (paragraph 28).

25. The peculiar conditions prevailing in towns demand special arrangements in regard to the provision of women callers and conveyances for girls. In villages also, a caller woman is desirable in order to collect the girls (paragraph 28).

26. Close co-operation between the municipal committee and the managements of private schools in the direction of better housing of schools and provision of playgrounds is essential; the committee might allow schools the use of suitable municipal land for school purposes as well as open spaces for use as playgrounds. It might also support the acquisition of land or buildings under the Land Acquisition Act where attempts at private purchase fail (paragraph 29).

27. The municipality should draw up a complete building programme covering the needs of the whole city, and in the meantime early steps should be taken to provide suitable accommodation for all pupils but particularly for girls (paragraph 29).

28. In rural areas, the district board should consider the desirability of constructing simple and less expensive school-buildings (paragraph 29).

29. It is necessary to make special provision for playgrounds for girls, and more areas like the present *purdah garden* should be set apart for girls and women (paragraph 29).

30. With the provision of playgrounds and places for recreation a games mistress, who could organise the physical training in all primary schools, would be necessary (paragraph 29).

31. At least 90 per cent. of the men and women employed as teachers should be trained (paragraph 31).

32. If a system of kindergarten and junior schools for both boys and girls and staffed with women teachers as in the West is aimed at in Delhi the supply of suitable women teachers, which is even now insufficient, will have to be augmented (paragraph 31).

33. Wherever possible, local teachers should be employed in schools in preference to those coming from outside the province (paragraph 31).

34. If possible, the number of Muslim teachers on the anglo-vernacular staff of the training school should be increased in order to induce more Muslim women to train as teachers (paragraph 31).

35. Special care should be taken in the selection of women for admission to a training school so that only such women are admitted to the profession about whose character, training and outlook in life there is no doubt whatsoever. Provided that these conditions are fulfilled the social status and civil condition of the teachers are immaterial (paragraph 31).

36. Teachers for training should preferably be recruited from the villages to which they will return after training (paragraph 32).

37. Untrained teachers should be replaced by trained teachers as far as possible and where untrained teachers are not prepared to undergo training their services should generally be dispensed with (paragraph 32).

38. In filling a vacancy in their teaching staff, local bodies should be compelled by Government to employ trained teachers, and untrained teachers should be newly employed by them only when trained teachers are not available (paragraph 32).

39. Save in exceptional cases, Junior Vernacular teachers should not be sent on for Senior Vernacular training unless their academic qualifications are sufficiently high for them to be benefited from the higher training (paragraph 32).

40. In making admissions to the Junior Vernacular classes, preference should be given to those possessing middle school or higher general educational qualifications and the minimum qualification for admission should eventually be raised to a pass in the middle school examination (paragraph 32).

41. The award of stipends might be restricted to such students of particular ability as would otherwise be unable to receive training, but the municipality should be left free to determine its own policy in respect of the students which it may send for training provided the cost of stipends given to such students is met wholly from municipal funds (paragraph 32).

42. An advisory committee should be associated with the training school for women (paragraph 32).

43. Temporary training schools or classes should be instituted to meet the growing demand for trained male teachers until the posi-

tion of comparatively stable equilibrium is reached and then arrangements should be made to turn out about 39 trained teachers annually (paragraph 33).

44. To meet the demand for girls' education a permanent training school turning out 44 teachers a year and in addition temporary training classes are necessary (paragraph 33).

45 In connection with Senior Vernacular training, provided the course remains of one or two years' duration, the desirability of devoting the first year to a general course and the second year to some particular method of teaching should be considered (paragraph 33).

46. Where a limited number of institutions of any kind exist, special consideration should be given, when making admissions to these institutions, to candidates from among the communities which are not adequately represented (paragraph 33). This remark applies with special force to the untouchables (paragraph 61).

47. The course might suitably be modified so that it has a nearer relation to the local conditions obtaining in the area in which the school may be situated (*e.g.*, agriculture and village handicrafts), but the main object should be the education of the child in the three R's and the co-ordinate development of the senses and faculties with the child's intelligence (paragraph 34).

48. Where possible, religious and moral instruction should be imparted by the school teachers without any extra expenditure and the employment of outside teachers for this purpose should be deprecated. Such instruction may have, in the case of girls, a more specific religious bias than in the case of boys (paragraph 35).

49. Part-time schools for children of special classes (such as the untouchable and other backward classes) should form an integral part of the system of primary education (paragraph 36).

50. In the case of *chamars* in Delhi, there should be a shortened school session, of about three hours daily, held at a different part of the day from that which other schools usually adopt, so as to enable the children to attend to their professional work as well. The duration of the school course may be extended slightly beyond four years so that literacy may be acquired by the pupils. The school hours should be fixed in accordance with local conditions (paragraph 36).

51. More night schools for adults should not be opened under conditions which have not proved favourable for their success (paragraph 36).

52. There is no necessity in Delhi for residential schools for primary school children (paragraph 37).

53. The language taught in the primary school should be that of the large majority of the pupils, but when the majority is not large and there is an appreciably sized minority desiring instruction in a different language provision should be made for giving instruction also in that other language (paragraph 38).

54. All possible provision should be made for meeting the needs of the people speaking different languages in their home in the multi-lingual area of Delhi city (paragraph 38).

55. While it is generally sufficient to appoint separate teachers knowing a vernacular which has only a few boys using that vernacular in a school, it is desirable to establish a separate school or a separate branch of a school when the number of pupils reading one of these other vernaculars is comparatively large (paragraph 38).

56. Greater facilities than exist at present should be given in rural areas for instruction in Hindi to those boys whose parents desire it (paragraph 38).

57. All teachers, both men and women, should, before they receive a teacher's certificate, give evidence that they are able to both read and write in two vernaculars (paragraph 38).

58. In order to ensure full success of any scheme of medical inspection, the gradual education of the parents and the co-operation of parents, teachers and doctors is essential (paragraph 39).

59. Girls should be inspected by women doctors only (paragraph 39).

60. A woman medical officer should be appointed for the inspection of aided girls' schools in the city of Delhi (paragraph 39).

61. A strict sanitary examination of every school building should take place periodically by a Government officer who is not under the control of any local body (paragraph 39).

62. Fees should be charged in primary departments of secondary schools, but no fees at all should be charged in primary schools (paragraph 40).

63. Reading and writing materials (and in the case of girls sewing materials also) should be supplied free to children of the untouchable classes as an inducement to them to attend school (paragraph 41).

64. Some provision for food should be made for the children attending the schools located in areas peopled mainly by the untouchable (paragraph 41).

65. Compulsion should be applied to boys in the Notified Area and in New Delhi at as early a date as possible but the provision of suitable accommodation and a sufficient supply of teachers should precede such application (paragraph 45).

66. A census of the school population in Delhi should be proceeded with at once so that the size and location of additional schools required in order to introduce compulsion may be ascertained (paragraph 45).

67. Provision should be made early for the free primary education of the children of labourers and work people in New Delhi (paragraph 45).

68. Exemption from the operation of the Compulsory Primary Education Act should not, as a rule, be granted to any classes or communities (paragraph 46).

69. Provision of more village schools, more teachers and funds is necessary to accelerate the introduction of compulsion by the district board in the villages (paragraph 48).

70. There is no objection to co-education of boys and girls up to the age of 8 years under women teachers. As women teachers are not available even for existing needs the present position as regards co-education must continue (paragraph 50).

71. Where girls attend a school for boys, some woman should be attached to the school to look after the girls (paragraph 50).

72. In villages large enough to have two schools, separate schools for boys and girls should be established (paragraph 50).

73. A woman teacher should not be employed in a two-teacher school for the purpose of having co-educational classes, except where the woman is the wife of the teacher (paragraph 50).

74. In large schools having several teachers, more than one woman teacher may be employed and co-educational classes may be instituted (paragraph 50).

75. Schools should be established in areas which are peopled by the untouchables and such schools should be open to all classes and communities including the untouchables (paragraph 55).

76. Where schools are established in areas people by untouchable classes special precautions should be taken to ensure that the real untouchables have free admission into those schools and are not swamped by pupils from the less untouchable classes (paragraph 55).

77. Some propaganda work may with advantage be carried out among these classes for a few years until the effects of compulsion begin to bear fruit (paragraph 56).

78. Schools which refuse to admit pupils of the untouchable classes, except on grounds of lack of accommodation, should not receive any grant from public revenues (paragraph 58).

79. Teachers for untouchables should be, as far as possible, recruited either from among themselves or from among those communities or sections of the community who are sympathetic towards them (paragraph 60).

80. No teacher should be employed in any school which receives aid from public funds unless he agrees to teach pupils of all classes including the untouchables (paragraph 60).

81. In primary schools or in primary departments of middle or high schools under private management (1) a staff grant should be paid equal to two-thirds of the salary actually paid to the teacher; (2) a capitation grant based on the average attendance at

the school should be paid equal to Rs. 3 per pupil throughout each of the classes of the primary school or primary departments of a secondary school; (3) one half of the rent should be given subject to approval of the amount of rent paid; (4) one half of the cost of equipment purchased with departmental approval should be paid; (5) the amount assessed from the staff grant may be reduced to any percentage between 100 and 75 according as the school is in a good, very fair, and fair state of efficiency; (6) the total grant awarded on staff, capitation and rent should not exceed three-quarters of the excess of expenditure over income from fees, calculated according to the scale fixed by Government (paragraph 62).

82. As regards capital grants, one-half of the cost of the erection of a school building or of the modification of a building to make it suitable for school purposes should be given as a grant (paragraph 62).

83. Rules should be laid down for prompt payment of grants-in-aid by local bodies to private schools under their jurisdiction, or, alternatively, such grants should be paid directly by Government and not through local bodies (paragraph 62).

84. Additional funds required for the expansion of primary education should be met partly from Central Revenues and partly from local taxation (paragraph 63).

85. The present arrangement between Government and the Delhi Municipality whereby two-thirds of the total expenditure on education is reimbursed by Government subject to a maximum of Rs. 8 per child per annum should continue (paragraph 63).

86. Grants to the Notified Area Committee and New Delhi Municipality should be increased to some figure higher than 66 per cent. (paragraph 63).

87. Grants to the district board should be increased to the maximum permissible under the principles which the Government of India may frame for giving grants (paragraph 63).

88. As regards capital expenditure on school buildings, Government should pay the district board about 90 per cent. of the cost of their buildings, and, until building operations in New Delhi are completed, Government should pay the full cost of the provision of schools for that area and for the Notified Area. In the case of Delhi Municipality, Government should pay only half of the cost of buildings to be erected by it facilities being given to the municipality to borrow from Government on easy terms the other 50 per cent. of the cost of buildings, repaying it with interest spread over a period of about 20 years (paragraph 63).

89. Government should take to itself the power of levying an educational cess or of directing a local body to levy that cess when statutory power to levy a cess has not been utilised by the local body, the enforcement of the cess by Government coming into effect after a sufficiency of time has been given to a local body to levy it of its own accord (paragraph 63).

Part II.—Ajmer-Merwara.

90. A five year primary course should be adopted in the case of boys (paragraph 8).

91. For girls the duration of the course might be extended to five years, with an additional year (making six years in all) where this is feasible (paragraph 8).

92. Local bodies should assume responsibility for education and exercise control over their own schools with the assistance of committees of themselves, to which educational experts might be co-opted (paragraph 11).

93. Schools under private management should be controlled to the extent to which the present rules allow by the authority which finds the funds for paying their grants (paragraph 11).

94. A Board of Primary Education should be formed and so constituted as to be fully representative of the various communities (paragraph 11).

95. An officer of the standing of a member of the Indian Educational Service, preferably a European at first, should be placed in charge of education in Delhi and Ajmer-Merwara and this officer should not also hold an official appointment with the Government of India such as at present is the case (paragraph 12).

96. If such an officer were appointed it would be necessary to retain the Assistant Superintendent of Education as a whole-time officer as well as the deputy inspectors under him (paragraph 12).

97. Alternatively, an officer of the standing of a member of the Indian Educational Service, preferably a European at first, should be placed in charge of education in Ajmer-Merwara alone, the whole-time post of Assistant Superintendent of Education being abolished. If the post of Assistant Superintendent of Education is abolished it is essential that the Superintendent should reside all the year round within the province of Ajmer-Merwara (paragraph 12).

98. If a European or Anglo-Indian is appointed at the head of the educational administration of Ajmer-Merwara, there is no need for the Principal of the Government College to remain in charge of European education. If, however, a European or Anglo-Indian is not appointed it is desirable that so long as the Principal of the Government College is a European or Anglo-Indian he should remain in charge of European education (paragraph 12).

99. For girls' education it is desirable to have a full-time Assistant Superintendent for girls' education for Ajmer-Merwara alone and for present requirements there would then be no need for the headmistress of the Government Girls' School at Ajmer to act as the assistant inspectress of schools, but as girls' education advances additional women will be needed on the inspecting staff (paragraph 12).

100. The title " Assistant Superintendent for Girls' Education " should be replaced by the title " Inspectress of Girls' Education " and the officer appointed to the post should be of the standing of an officer of the Indian Educational Service, women's branch (paragraph 12).

101. Some propaganda work should be carried on, especially in rural areas, with a view to popularising the idea of education (paragraph 16).

102. District boards should spend more money on education and, if the funds cannot be provided by the district boards themselves under their present powers or under any enlargement of their powers, Government will have to come to their aid by granting them subsidies (paragraph 16).

103. Additional arrangements for teaching Urdu are necessary (paragraph 16).

104. The formation of school boards and attendance committees which will bring the people more closely into touch with the education of their children than they are at present is desirable (paragraph 16).

105. In general no grants from public funds should be given to unrecognised schools but, when circumstances are such as make a deviation from this general policy desirable, any grant that is given should be sufficient in amount to enable schools to make themselves efficient within a very short time, say one or two years, and such grants to unrecognised schools should be for this limited period only and should automatically cease if at the end of this period schools do not fulfil the conditions laid down for recognition (paragraph 17).

106. Until a Government or local body is able to pay in full the grants earned by schools under the rules laid down for the award of grants, no grants at all should be given to unrecognised schools (paragraph 17).

107. The policy now being adopted of locating new schools in the largest villages and in the villages in which the population shows the keenest desire for education before locating them in smaller villages or in villages in which the people do not show any keen desire for education is the only proper policy to pursue (paragraph 18).

108. In selecting sites for schools, whether for girls or for boys, it should be impressed upon the authorities that the requirements of space, light, air, ventilation, hygiene and playgrounds should all be taken into consideration (paragraph 18).

109. Simple, inexpensive, air and well-ventilated buildings are needed, especially in rural areas, the prevailing type of expensive heavy buildings without adequate top ventilation or light being far from suitable. A type of building which has a roof for protection from the sun and low walls on some or all of its sides would not be at all unsuitable for primary schools in Ajmer-Mer-

wara. The most suitable school buildings were those in the North-West Frontier Province built on the Guyer type and these may be commended to the authorities responsible for erecting school-houses in Ajmer-Merwara (paragraph 19).

110. For girls' schools residential quarters attached to the school buildings are needed for teachers. These quarters should be so arranged as to be suitable either for a married woman living with her husband and children or for an unmarried girl living with her relation (mother, aunt or elder sister) or with some respectable woman servant. Women teachers should not be appointed to schools unless such arrangements can be made (paragraph 19).

111. Private bodies should be given from public funds 50 per cent. of the cost of school buildings (paragraph 19).

112. Playgrounds should be provided wherever needed (paragraph 19).

113. The training school (with the model school attached to it) —its staffing, its organisation and the whole of its working—should be subjected to most careful overhauling (paragraph 22).

114. The staff of the training schools, especially the headmasters and headmistresses, should be in close touch with educational methods, experiments and advances in adjoining provinces, particularly with the province whose Code is adopted in Ajmer-Merwara (paragraph 22).

115. Some of the staff of the training schools should therefore be deputed, one at a time, to visit some one or other of the chief training schools in the adjoining province with a view to ensuring this contact being as close as possible (paragraph 22).

116. Full facilities for training should be given not only for boys who have Hindi as their first language and Urdu as their second language but for those who have Urdu as a first language who would take Hindi as a second language (paragraph 22).

117. Arrangements should be made for giving instruction to women teachers under training in handwork and domestic science (paragraph 22).

118. Provision should be made for additional men teachers, the training school at Ajmer being reorganised and expanded, if possible; or it may be retained for teachers of lower qualifications, only allowing those of higher qualifications to receive their training elsewhere (paragraph 23).

119. For the supply of women teachers a well-staffed and equipped Government training school is necessary (paragraph 23).

120. Almost all if not the entire cost of training men and women teachers will have to be met by Government (paragraph 23).

121. In making admissions to training schools the claims of all communities should be considered and steps should be taken to ensure that the claims of minority communities are not overlooked (paragraph 23).

122. Increase in the number of stipends should be considered though no increase in their value is required (paragraph 24).

123. The minimum pay of Rs. 20 per mensem for a trained teacher is not sufficient to obtain the class of men who ought to be trained as teachers and the maximum to which a teacher can aspire should be raised. Rs. 25 per mensem would seem to be a suitable minimum pay (paragraph 25).

124. Where quarters (for women teachers) are not immediately available steps should be taken to make them available and pending their availability a house allowance should be given to women teachers (paragraph 25).

125. The curriculum for girls' schools should be so formulated as to include the possibility of girls doing as many of the ordinary household duties as they are likely to come across and which are suitable to their strength and intelligence (paragraph 26).

126. A text-book committee for Ajmer-Merwara should be formed with the head of the Education Department as its chairman (paragraph 27).

127. School libraries should be instituted which should be open to the general public as well as class libraries, the latter containing books suitable for quite young children (remarks under Delhi apply here also) (paragraph 27).

128. Religious instruction should not be made compulsory in schools (paragraph 28).

129. Facilities should be offered for giving religious instruction at the beginning or at the end of the school session according to the beliefs of the parents (paragraph 28).

130. This instruction would be given at the specific request of the parent by the school staff where the staff was able and willing to give it; where not so able, outside instructors would be introduced (paragraph 28).

131. The payment of religious instructors would not be met from public but from private funds (paragraph 28).

132. In single school areas, where only one school exists, provided by private management, and compulsory religious instruction is given of a type not acceptable by the great majority of the parents who do or should send their children to school, steps should be taken by the local authority to open another school which will meet the needs of those who object to the form of religious instruction which is compulsory (paragraph 28).

133. Hand and eye training and practical work of some kind is desirable and where conditions are favourable gardens might be attached to schools, any expenditure incurred in connection with this practical work being met from school funds (paragraph 29).

134. In girls' schools some little amount of homecrafts might be taught, all expenses in connection therewith being borne by the school authorities (paragraph 29).

135. School hours should be fixed so as to afford the greater convenience to the majority of the parents. The total daily time spent in school for the junior classes need not be as much as the total time spent in the senior classes (paragraph 30).

136. Holidays should be granted to primary school children; they should be fixed for rural areas at one or more periods in the year to coincide with the times when the parents require the services of their children to the greatest extent. In urban schools holidays should be given at times considered most suitable by the local authorities (paragraph 31).

137. Great attention should be paid to games and physical development generally in the training schools, teachers not only being taught additional games and themselves playing games and taking exercise, but being given instruction in the methods of physical instruction and the limits to which they might go in dealing with children of different ages and physiques (paragraph 32).

138. Periodical refresher classes in physical instruction attended by teachers should be held in order that they may learn the most recent methods of instruction and keep the knowledge which they have up to date (paragraph 32).

139. For both boys and girls in cities sufficient open space should be made available for physical exercise (paragraph 32).

140. Remarks made regarding part-time schools and night schools under Delhi apply to Ajmer-Merwara also. Where there is a probability that part-time and night schools will be successful steps should be taken to give them a trial (paragraph 33). "

141. The experiment might be tried of employing a few travelling teachers who would go about from village to village in a limited area spending a few weeks or months in each, imparting instruction to the few children of the village and carrying with them a few simple books of interest to read or leave with their pupils, especially in Merwara (paragraph 34).

142. The training school should train teachers who are very largely bilingual; they should have a fairly good knowledge of both the Hindi and the Urdu scripts (paragraph 35).

143. Oral instruction should be given in the ordinary dialect or language which the children and their parents themselves use although that dialect may not be identical with the written Hindi or Urdu (paragraph 35).

144. Provision should be made in schools in the city of Ajmer for the teaching of both Urdu and Hindi, except where the population is sufficiently dense to allow two separate schools or branches of the same school, one in which the Persian script is taught, the other in which the Devanagri script is taught. Unless the school-going population in any area is very large it is preferable to have a single school with two sections, one an Urdu section and another

a Hindi section, rather than to have two separate schools, one a Hindi school and the other an Urdu school (paragraph 35).

145. Schools for pupils who take Gujarati or some other well-known language are also necessary; these schools should be recognised and assisted from public funds (paragraph 35).

146. A system of medical inspection of school-children should be started in the municipalities and experience gained of its working there before it is extended to rural areas. The system should be applied to both boys and girls (paragraph 36).

147. School buildings and surroundings should be subject to strict medical inspection by some health officer of standing who should not be a subordinate of any local body which controls schools (paragraph 36).

148. No fees should be charged in primary schools but reasonable fees might be charged by the managements in the primary departments of secondary schools (paragraph 37).

149. Concessions as for Delhi, *e.g.*, free books, slates, stationery, reading and writing materials and other concessions, should be extended to pupils from the untouchable classes in Ajmer-Merwara (paragraph 38).

150. The provisions of some Primary Education Act, *e.g.*, of the Punjab or of the United Provinces which allow the enforcement of compulsion, should be made applicable to Ajmer-Merwara (paragraph 41).

151. The time is now ripe for the introduction of compulsion for boys alone in Ajmer, Beawar and the town of Pushkar, these areas being those where there is a compact and more advanced population (paragraph 41).

152. The age limits should ordinarily be from six to eleven (paragraph 41).

153. No particular communities should be exempted from the application of compulsion (paragraph 42).

154. In applying compulsion it will be necessary to bear in mind the needs of the daily life and the nature of the occupation of the untouchables, especially when the hours for attendance are determined as has been done in Delhi and elsewhere (paragraph 42).

155. Considerable additional funds are needed which will have to be found by Government action (paragraph 44).

156. In all schools with women teachers girls should have a prior claim for admission (paragraph 45).

157. In villages where the population and consequently the number of children of school-going age is so small that only a single-teacher school can be maintained co-education is a necessity. Such a school should have a woman teacher. For a real advance of primary education, especially in rural areas, a large supply of women teachers is an absolute necessity (paragraph 45).

158. Special schools located near the areas where they live should be instituted temporarily for the really untouchable classes, of whom the sweepers are the main, if not the only, class in Ajmer-Merwara (paragraph 50).

159. No special grants-in-aid to schools for untouchables or reservation of seats in ordinary schools is necessary (paragraph 52).

160. Facilities might be given in the way of scholarships to any youth of the untouchable classes who appears to have sufficient intellectual ability to pursue his course of studies to such a stage as would enable him satisfactorily to undergo a course of training to become a teacher. These scholarships would begin after the primary stage (paragraph 53).

161. Untouchables should have a prior claim to a certain number of places in training schools, provided that they come up to the minimum standard laid down of education, character and other qualifications which are demanded from other entrants (paragraph 53).

162. The best and most modern methods of teaching are specially necessary in schools for the untouchables (paragraph 53).

163. The cantonment authorities should take the advice of departmental officers, especially of the lady educational officers, in connection with the maintenance or assistance of girls' schools in their areas (paragraph 54).

164. Additional grants should be given to girls' schools in urban areas like Beawar and in the cantonment area of Nasirabad (paragraph 54).

165. Government should lay down a minimum percentage of income which each local body should spend on primary education —not necessarily the same percentage for each local body—and inducements should be given to local bodies to spend more than this sum by Government paying an amount not less than that which a local body spends in excess of the minimum (paragraph 55).

166. Local bodies should not spend their funds on higher education until they have met fully the needs of primary education (paragraph 55).

167. Full grants earned by aided schools under the rules should be paid (paragraph 55).

168. When compulsion is introduced or when it is intended that compulsion should be introduced in any municipal area in Ajmer-Merwara it is desirable to levy a special educational cess in that area (paragraph 55).

Part III.—North-West Frontier Province.

169. The duration of the primary course for boys should be extended by one year to five years (paragraph 8).

170. The curriculum for the first four years should remain as it is at present (paragraph 8).

171. The course undertaken in the fifth year should contain instruction in English and other subjects which are useful in the every day life of the boy. The course in the fifth class might differ in different areas—rural and urban—but whatever is determined for this year's course it should be such as will be not only a completion of the primary course but also an introduction to a middle school course, so that a boy who reads for the fifth year in a primary school shall not be compelled to spend more than three years in the middle school course (paragraph 8).

172. It would be very difficult at the outset to insist upon compulsion for a period of more than four years for the people of this province, although after compulsion has been in force for sometime the compulsory period should extend beyond four years (paragraph 8).

173. There is need for training girls in domestic duties and the primary course for girls should therefore be extended to five years (paragraph 8).

174. The opening of additional schools for girls is of more importance than the extension of the primary course from four to five years (paragraph 8).

175. Men should not be placed in immediate charge of a school for girls (paragraph 11).

176. It is essential for every local body which controls schools for girls to have some ladies among its members and their presence should be secured by nomination in the North-West Frontier Province (paragraph 11).

177. The educational administration of the North-West Frontier Province is conducted on sound lines and conditions are scarcely such as to need at the present time the creation of a special Advisory Board of Primary Education (paragraph 11).

178. Government should not assume direct control of primary schools, such control should in the case of schools under public management remain with the local bodies (paragraph 11).

179. The control of schools under local bodies can best be exercised by educational sub-committees of the local bodies, the sub-committees having power to co-opt as additional members a limited number of persons who are interested in education but are not members of the local body whose sub-committee co-opts them (paragraph 11).

180. An additional woman officer should be appointed and the organisation should be one Inspectress who would have the whole province under her control and two assistant inspectresses, each of whom would have charge of approximately one-half of the province and be on the same footing as regards rate of pay, prospects and other matters. These officers should be in direct touch with the people outside the big towns (paragraph 12).

181. The Director of Public Instruction should confine his attention as much as possible to administrative duties, so as to enable him to devote attention to the problems of primary education (paragraph 12).

182. An additional officer is necessary to aid in the inspection of high schools and anglo-vernacular middle schools. Preferably two circles should be formed for the whole province and an inspector placed in charge of each (paragraph 12).

183. In all schools some means will have to be devised to ensure that children receive sound enough instruction in the first class to fit them for promotion to the second class and that they remain sufficiently long in school to enable them to acquire literacy (paragraph 14).

184. Ladies' committees should, wherever possible, be associated with girls' education (paragraph 16).

185. Local bodies should be compelled to spend at least that amount of their income which has been already decided upon on education (paragraph 16).

186. Local bodies should undertake a building programme for their schools and equip and furnish them properly (paragraph 16).

187. Additional training schools for increasing the output of teachers are necessary (paragraph 16).

188. Students for training should be selected with great care (paragraph 16).

189. True vocational education cannot properly be given in the primary classes of a school though a rural bias should be given to the instruction imparted in rural areas (paragraph 16).

190. Moral instruction should be given in all schools and where the demand exists facilities should be made available for imparting religious instruction (paragraph 16).

191. Books and school materials should be provided for poor pupils (paragraph 16).

192. Local bodies, especially district boards, should pay greater attention to the location of their schools, particularly girls' schools (paragraph 17).

193. School gardens and playgrounds should be provided wherever possible (paragraph 19).

194. Buildings specially constructed for children should be put up by public bodies rather than housing schools in rented buildings. A local body should draw up a building scheme for which it provides one half the funds, the remaining half being provided by Government. If a local body is unable to meet its own half of the expense immediately, Government might come to its rescue and give it an advance repayable over a period of 18 or 20 years on favourable terms. If it is possible for a local body to have a school house built by some private agency in accordance with its own approved standard plans on the

understanding that the local authority will take the school on rent, the rent fixed to give a reasonable interest on the expenditure incurred in erecting a school house, there is no objection to such a scheme being adopted. It would save the necessity of the local body or Government meeting the annual cost of repairs and upkeep. Any arrangement entered into would naturally be for a term of years sufficient to ensure some degree of stability in the location of the school (paragraph 19).

195. A two-year course of training for teachers is most desirable, but a one-year's course may be continued temporarily up to the time when about 75 per cent. of the teachers employed in primary schools are trained. When this time arrives the local Administration should seriously consider the question of extending the period of training from one to two years (paragraph 22).

196. The qualifications of teachers should be as high as possible and preference should be given in making admissions to training schools to those with higher qualifications over those with lower qualifications. An applicant who has some knowledge of English should be given preference over one who has no such knowledge. Matriculates should be given preference as teachers of primary schools provided that they are recruited from the rural tracts (paragraph 22).

197. In making admissions to the training school the claims of all communities should be considered and steps should be taken to ensure that the claims of minority communities are not overlooked (paragraph 22).

198. A more liberal interpretation of the term " a native of the North-West Frontier Province " might suitably be adopted in making admissions into the training school and persons who have been born in the North-West Frontier Province should be eligible for admission to the training school on the same footing as other persons are eligible (paragraph 22).

199. Junior vernacular teachers should know Pushtu (paragraph 22).

200. One or two training classes attached to a first class vernacular middle or anglo-vernacular middle school, situated in rural areas, under the management of a good headmaster might be tried. The training school for women in Peshawar should have its own practising school and until this is provided a school bus is desirable to enable the girls to get to the practising schools in the city much more quickly than they can at present (paragraph 22).

201. A second Government training school for women at Dera Ismail Khan is necessary (paragraph 23).

202. To meet the needs of expansion a larger number of trained men teachers are required with consequent increase in training facilities (paragraph 23).

203. In the present training school (Government Normal School at Peshawar for women) more teachers should be trained than at present (paragraph 23).

204. The present rates for stipends are not unsuitable but additional stipends are required for both men and women, the actual number depending upon the accommodation that is available in the training schools and classes (paragraph 24).

205. A larger number of teachers than 8 per cent. of the cadre should be eligible for pay rising above Rs. 35 a month which is the present maximum. Twenty or 25 per cent. of the cadre should be eligible for a selection grade of Rs. 35—1—45 (paragraph 25).

206. The total emoluments of a headmistress should be appreciably higher than the total emoluments of any one of her assistants, and this difference might be attained either by giving the headmistress a special headmistress's allowance or by having a special graded scale of pay for the headmistress higher than the grade of the ordinary assistants (paragraph 25).

207. The curriculum has been very carefully worked out and no change is necessary in it for the first four years of the course. For the fifth year of the course, however, it would be desirable to introduce for boys some instruction in English as well as in handicrafts, including some practical training in subjects that would be of use to the boy locally and of utilitarian value to him, such as knowledge of patwari's records, and for girls' domestic work. The curriculum would be formulated by the Department of Public Instruction in consultation with local bodies and the authorities of institutions controlling or engaged in educational work. English is not suggested as a subject of instruction for girls (paragraph 26).

208. The present school hours are suitable (paragraph 27).

209. The general principles which we have applied to other provinces in respect of the medical inspection of pupils should, we consider, be equally applied to the North-West Frontier Province (paragraph 28).

210. No specific instruction should be given to teachers on common diseases, the treatment of diseases should be confined to qualified practitioners. All teachers under training, both men and women, should be given courses of first aid and in addition women should have courses in home nursing (paragraph 28).

211. Girls' education or public opinion in this matter has not advanced sufficiently far to enable Government to insist upon girls being medically examined. Wherever medical inspection of girls can, however, be arranged for without the parents objecting to it there is no objection to its being introduced (paragraph 28).

212. The rules governing religious instruction in the North-West Frontier Province Education Code work quite satisfactorily, but every opportunity should be given, where parents so desire, of introducing religious instruction into schools for girls (paragraph 29).

213. There is no need to establish residential primary schools in the province (paragraph 30).

214. Since educational expansion has not been exhausted on a voluntary basis there is at present no need for the introduction of compulsion, but the introduction of compulsion in selected urban areas should be made possible by the application to the province of some Elementary Education Act which makes provision for the application of compulsion (paragraph 33).

215. The time is not yet ripe when compulsion can be introduced for girls among any class of the community in rural areas or among Muslim girls in urban areas, but the Sikh community would possibly welcome the introduction of compulsion among their girls who live in towns. It is also possible that some of the other Hindu communities might not be averse to the compulsory education of their girls (paragraph 33).

216. In areas where compulsion is introduced local committees of the municipal authorities appear to be the most suitable authorities to enforce it (paragraph 35).

217. Sanction for the introduction of compulsion would naturally vest in Government which should have power to enforce its introduction when considered necessary (paragraph 35).

218. The safeguards provided by the Punjab Primary Education Act of 1919 for exemptions are sufficient (paragraph 36).

219. Government will have to find the greater part of the funds for compulsion, whether from existing sources of revenue or from additional taxation (local or general) (paragraph 37).

220. Where co-education exists to any great extent it is desirable that the teaching should be given by women teachers. But where women teachers are not employed, a woman attendant or a special woman to teach sewing should be engaged, as it is not suitable that little girls should be alone in a boys' school without some woman to look after them (paragraph 38).

221. Wherever the number of pupils reading in a school for girls is large enough to justify the cost, instruction should be offered in the vernacular of the pupils, provided the parents so desire, even when that vernacular is not the language of the majority of the pupils (paragraph 39).

222. Instruction being given in Urdu rather than in Pushtu is favoured by the people and should continue (paragraph 39).

223. Instruction in Punjabi or Hindko speaking areas is given through the medium of Urdu, but it is desirable that such instruction should be given by Punjabi knowing teachers through the medium of Punjabi even though formal instruction is given through the medium of Urdu (paragraph 39).

224. It is scarcely necessary to prescribe one language only, namely Persian, as a compulsory language for boys of the primary school. Persian should be an optional language only as it has a utilitarian value in the North-West Frontier Province (paragraph 39).

225. Instruction in a second language should be deferred until a quite late period in the primary school course and instruction

in a second vernacular in the primary school course is not recommended except when it is looked upon as suitable for children who are likely to proceed higher than the primary course with their education, or when it is confined to the last years of the primary course and taught for purely utilitarian purposes (paragraph 39).

226. The main object of the primary course is to produce literacy in the child. There is no objection to boys receiving some vocational training when they are old enough to benefit by it provided that it does not interfere with the main object of their education, but the stage at which this training can be given is normally after the primary course is finished (paragraph 40).

227. Sweeper children should be given stationery, books and slates free of cost (paragraph 43).

228. No special facilities are needed for the education of the untouchables, except possibly the location of a school in or near the centre of an area which is peopled by sweepers. Alternatively, a special school for sweepers may be situated in an area peopled by sweepers (paragraph 48).

229. The grant-in-aid rules in the North-West Frontier Province are generally satisfactory and no departure is required from the fundamental principle of the Code which is the payment of a fixed grant for each teacher according to his qualifications, but the following changes might be made:—

(1) Discretion might the allowed to the inspecting officer to state the number of teachers really necessary for the efficient working of the school and on whom the salary grants should be paid.

(2) In girls' schools an additional fixed grant estimated so as to be equal to about two-thirds of the cost met by the school for the purpose should be given for the employment of callers to see the children going safely to and fro between their homes and the school.

(3) The grants-in-aid given to schools in the district board areas should be increased to such an extent that approximately three-fourths of the expenditure of the school would be met from public funds.

(4) Where a school earns a grant under the rules in force for its assessment, it should be paid the full amount that it earns by the authority (Government or local body) which pays the grant and the payment of such grants in full should have a prior claim on public funds over other expenditure in the shape of grants (paragraph 49).

230. The practice of paying district boards a contribution for repairs and maintenance of school buildings constructed with Government grants should be continued (paragraph 51).

NOTE BY RAI SAHIB HAR BILAS SARDA, M.L.A.

While agreeing generally with the recommendations of the Committee, I have to say a few words chiefly with regard to certain matters connected with the educational requirements of Ajmer-Merwara.

2. The Primary Education Committee have recorded their "regret at the limitations of time that have been imposed on the scope of our enquiry". After stating that they could not give sufficient time to investigation in each of the three areas concerned, they add: "The Committee have been seriously handicapped in the conduct of their enquiry". It is a pity that, while in most of the major provinces of India enquiries have more than once been made in the matter of primary education by committees appointed for the purpose, in the areas under the direct administration of the Government of India this is the first enquiry of its kind, and even this has not been full or thorough going. Moreover, limitations of time were not the only or the most important of the handicaps from which the work of the Committee has suffered.

3. A careful consideration of the facts brought to light during the investigation clearly shows that neither the Government nor the local bodies have done their duty fully by the people of Ajmer-Merwara in the matter of primary education. While in the major provinces, education, being a transferred subject, has received more or less adequate consideration and support at the hands of ministers; while even in Delhi, which like Ajmer-Merwara is a centrally administered area, a great deal has been done in the cause of primary education, in this unhappy province of Ajmer-Merwara neither the Government nor the local bodies have taken any appreciable interest in primary education and shown that they are alive to their responsibilities in the matter.

4. Both Delhi and Ajmer-Merwara are Chief Commissionerships under the direct adiministration of the Government of India with populations almost equal in size, Delhi having a population of 488,188 and Ajmer 481,123 souls (or 495,271 including pilgrims): but in the matter of primary as well as secondary and college education Delhi is far ahead of Ajmer. Taking the year 1926-27 A.D. for which figures are available, we find that in Ajmer there was one school for every 18 square miles, while in Delhi there was one for 4 miles. Owing to the introduction of compulsion, however, in the Delhi province, primary schools have since multiplied there and the proportion now is far higher than in 1926-27 A.D. In 1928-29 A.D., the latest year for which figures are available, in Delhi 65·4 per cent. of the boys of school-going age attended school, while in Ajmer-Merwara only 27·9 per cent. did so. As for girls, while in Delhi 23·3 per cent. of the girls of school-going age attended school, in Ajmer only 7·3 per cent. did so. The quinquennial report on education in Ajmer-Merwara (A.D. 1922 to 1927) says (page 42): "Out of a total female population of 2,25.705 in Ajmer-Merwara only 1,395 girls are under instruction, giving a percentage of 0·62"!! The percentage even of the male popula-

tion receiving primary education, according to the Hartog Committee Report issued in 1929, is 3·9 only. Then the rate of progress in Delhi is far more rapid. Enrolment of boys in the municipal schools of the city of Delhi went up six times, from 1,468 in 1922-23 to 8,549 in 1928-29, and of girls from 336 in 1922-23 to 2,214 in 1928-29. In Ajmer, however, the total number of boy scholars in *all* schools rose from 6,610 in 1922-23 to 10,524 in 1928-29. As for girls' education, the progress may be measured by the fact that the number of primary schools for girls decreased from 12 in 1921-22 to 7 in 1926-27, and, as the quinquennial report (pages 42 and 44) says, the expenditure on those schools went down from Rs. 10,595 in 1921-22 to Rs. 6,909 in 1926-27 A.D. Even in the North-West Frontier Province, 30 per cent. of the girls of school-going age attend school in urban areas.

5. Whether this "deplorable state of affairs", to use the words of the quinquennial report, is due to the fact that Ajmer-Merwara has no contact with the Central Government like Delhi, where the Government of India stays for half the year, or whether because the Educational Commissioner with the Government of India, as *ex-officio* Superintendent of Education in Delhi and Ajmer-Merwara, has his headquarters in Delhi and is able personally to watch the progress of education in Delhi, while the unfortunate province of Ajmer-Merwara for the last several years has had eagerly to wait for an occasional, almost furtive, visit of the Superintendent of Education, always hoping against hope that he would at least give a little of his precious time to the many educational problems of the province and gain a little personal acquaintance with the actual working of its educational department, whatever the reason, Ajmer-Merwara has suffered grievously in the matter of education.

6. Even the quinquennial report condemns in unequivocal terms the system of educational administration of Ajmer-Merwara. After describing its vital defects, the report says: "A system with the above accumulation of defects is not, and clearly can not be, in the interest of educational administration in Ajmer-Merwara."

7. Since the retirement in 1921 A.D. of Mr. E. F. Harris, the last resident educational officer in charge in Ajmer-Merwara, who devoted all his time and energies to the cause of education in this province and to whom it is beholden for such stable educational conditions as it possesses and what little progress it has been allowed to make in education, its educational problems and needs have not received adequate attention from either the Government of India or the higher educational authorities. Long has it looked with anxious, expectant, yearning eyes to the Government of India for proper attention to its educational needs; often has it appealed to Government to consider the requirements of the province. But the Government of India, while happily not so unresponsive to the calls for assistance of the other two provinces under its direct control, has given little help to Ajmer-Merwara.

8. The first necessity of the province, if its educational needs are to receive adequate attention, is that the head of its education department must be an officer not only imbued with true educational ideals but resident in the province to remain in direct and personal touch with the working of the department and able to direct each important step that the department has to take. He must be able to direct and control the working of the primary, secondary and college education in the province, not from a distance but from the centre of these activities. Barely one per cent. of the girls of the school-going age attend school in the rural areas of the province, so that the entire edifice of women's education, practically non-existent now, has to be built up. The appointment of a whole-time Superintendent of Education for Ajmer-Merwara is, therefore, a *sine quâ non* if any progress in education is to be made in this province, and the province to be pulled up to some where near the level of other provinces.

9. The recommendation of the Committee that a single officer be appointed as Superintendent of Education both for Ajmer and Delhi, or failing that, a separate Superintendent of Education be appointed for Ajmer-Merwara is halting, inadequate and, I fear, unsound. This recommendation is, I believe, due chiefly to the solicitude of the Committee to demand for Ajmer-Merwara as little financial help from Government as possible.

10. The condition of things in Ajmer-Merwara is so different from that in Delhi, the educational problems of the one province differ so materially from those of the other, that it is a mistake to put the educational administrations of the two provinces in the hands of a single officer. The Committee have themselves acknowledged the extreme difficulty of the task. Giving its reasons for writing separate reports for Delhi and Ajmer-Merwara and the North-West Frontier Province, the Committee say (paragraph 6):—
"It was extremely difficult, if not actually impossible, to write a review of existing conditions and to make recommendations which would be equally applicable to areas so widely different from one another."

11. The 2 most important witnesses who gave evidence before the Committee in Ajmer regarding the educational needs of Ajmer-Merwara—Mr. E. C. Gibson, Commissioner, and Mr. P. B. Joshi, Assistant Superintendent of Education, Ajmer-Merwara—both advocated the appointment of a separate Superintendent of Education for Ajmer-Merwara. Mr. Joshi, in his written replies to the questionnaire issued by the Committee, answering question 5 detailing the forces that have tended to prevent the extension of primary education in rural areas in Ajmer-Merwara gave the first place to "want of a whole-time Directorate and of an independent educational policy worked out to suit local conditions and requirements".

12. Mr. E. C. Gibson, than whom no one is better acquainted with the requirements of the province, strongly advocated the appointment of a separate whole-time Superintendent of Education for Ajmer-Merwara. In his oral evidence he said: "It would

be advantageous if there were a whole-time Superintendent of Education for Ajmer-Merwara under the Chief Commissioner. *There would be plenty of work for a whole-time officer to do* in directing and expanding educational activities, especially if Government decides that the work of accelerating the process of expansion of primary education should be taken up in earnest. There is still greater scope for expanding and developing female education in the district."

13. And now that the Committee have strongly recommended that the expansion of primary education should be taken up in earnest and have recommended the introduction of compulsion, and as the entire fabric of female education has yet to be raised, the province cannot do without a whole-time Superintendent of Education.

14. When this important question was raised in the Assembly, the reply of Government, if my memory does not fail me, was that the matter would receive due consideration on the receipt of the report of the Primary Education Committee. But it is a pity that before the report of the Primary Education Committee has been written, even before the Committee concluded its deliberations, Government have, without waiting to consider the requirements of the province as shewn by the evidence tendered before the Primary Education Committee, decided to appoint a single officer as Superintendent of Education for Delhi and Ajmer-Merwara and Central India and sought and obtained the agreement of the Standing Finance Committee of the Legislative Assembly to its proposal. May it yet be hoped that the Government of India would, in the light of the facts disclosed by the evidence of witnesses examined by the Committee give due consideration to the extreme desirability, nay the necessity, of appointing a whole-time Superintendent of Education for Ajmer-Merwara.

15. Considering the very limited financial resources of the province of Ajmer-Merwara, the Government of India should give adequate financial assistance to the province to enable it to come into line with the provinces of Delhi and Agra. The small grants given to Ajmer-Merwara by Government, when compared with those given to Delhi, show how little attention Government have paid to Ajmer-Merwara as compared with Delhi. Taking the case of Delhi and Ajmer, we find that they are both small provinces containing an almost equal number of boys and girls of the school-going age, about 64,441 in Delhi and 65,376 in Ajmer-Merwara. But the total expenditure incurred by Government and the local bodies in 1928-29 A.D. on primary education in Delhi was Rs. 3,60,868, while in Ajmer the amount (including that on an European school) was barely Rs. 1,38,181. Out of these amounts, the Government expenditure on Ajmer-Merwara was only Rs. 57,828, while in Delhi, calculating at 75 per cent. contribution by Government to the Delhi District Board and 66 per cent. to the Delhi Municipal Committees, as brought out in evidence before the Committee, Government contribution comes to Rs. 2,56,949—Rs. 57,828 in Ajmer against Rs. 2,56,949 in Delhi. The generous way in

which Government assists local bodies in Delhi is proved by the fact that, while the Delhi District Board's own annual income was Rs. 90,000, Government gave it an annual grant of Rs. 1,60,000 (*vide* Kishenlal's evidence).

16. The case of Ajmer-Merwara for compulsion in primary education is overwhelming. For one thing, Ajmer-Merwara which in point of literacy stood second amongst the various provinces of India in 1921 A.D., is now losing ground day by day; and, while the rest of India is forging ahead in the matter of education, Ajmer-Merwara, owing to the neglect of primary education in it, is sadly lagging behind. The next Census report will prove this in a convincing manner.

17. Leaving aside the North-West Frontier Province, where conditions may be said to differ materially from the rest of India, compulsory primary education has been introduced in every province of British India except Ajmer-Merwara. Even in Delhi, which like Ajmer-Merwara is a centrally administered area, compulsion was introduced in 1926-27, and by the end of 1929-30 A.D. the whole of the city of Delhi came under it. Even in the rural areas of the province of Delhi, compulsion has been sanctioned for 10 villages, and has been fully introduced in some of them. Now, in the amenities of civilised life, in general culture and in the matter of peaceful and progressive social life, Ajmer is in no way behind Delhi; and there is no reason why, if Government had done its duty by this province, compulsory primary education should not have been introduced in Ajmer-Merwara along with Delhi. Not only does public opinion demand it, but the peculiar conditions of Ajmer-Merwara make its introduction a matter of necessity for its welfare. The Report of the Royal Commission on Agriculture lays special stress on the spread of primary education in Ajmer-Merwara. It states (page 659) that " Ajmer-Merwara, in consideration of its long history of famines should, in our view, receive special consideration and might well be a model to the States of Rajputana ". Showing the connection between education and economic welfare, the Report says (page 514) " Without a satisfactory all-round advance in primary education, there can be little hope of any widespread economic progress ". And again (page 560) " We are persuaded that the only hope of substantial progress lies in the mobilisation of all the available forces, both public and private, in a determined attack up on illiteracy ". Commenting on the duty of the local bodies in the matter of education the Report says (pages 523-524) " It is, therefore, essential to convince local bodies that a bolder policy is needed if primary education as a vital factor in rural development is to be efficient and widespread, and that the heavy responsibility lies on them of making the rural communities realise that *nothing hinders their moral and material well-being so much as delay or reluctance in bringing primary education within the borders of their villages.* It is needless to point out that nothing does more to promote and facilitate the co-operative movement in all directions than primary education ".

18. The Royal Commission on Agriculture fully realised that progress in educational and other matters in Ajmer-Merwara and other minor administrations depended entirely upon the help the Government of India gave them, not only because they were under the direct administration of the Government of India, but because the slender resources of these administrations made it impossible for them to discharge their duties to the people of those provinces without substantial monetary help from the Government of India. The Report says (page 662):—

"We trust that no effort will be spared by the Government of India to remove the reproach that, because of their insignificance, the claims of these small units to share in the benefits of the general advance which is being made, not only in agricultural science but in all matters affecting rural welfare, have not received a due measure of attention. In order that agricultural progress in the minor provinces may be on sound lines, it is, in our opinion, essential that increased attention should be paid to the development of education and co-operation."

The conclusion, which the Royal Commission on Agriculture arrived at after an exhaustive survey of the conditions in the country and which has especial significance for Ajmer-Merwara, is thus set forth by it:—

"The only remedy for the unsatisfactory state of primary education in India is the introduction of the compulsory system" (paragraph 445, page 561), and that "compulsion should be introduced as rapidly as local conditions permit" (paragraph 445, page 561). The Report adds:—

"We are convinced that the progressive adoption of the compulsory system is the only means by which may be overcome the unwillingness of parents to send their children to school and to keep them there till literacy is attained" (page 523).

19. The officer in charge of the Education Department in Ajmer is clearly of opinion that in order to make any progress in Ajmer-Merwara now, compulsion should be introduced in the cities. Answering question No. 5 of the questionnaire, the Assistant Superintendent of Education said: "In urban areas primary education seems to have reached the limit under the voluntary system. Those who can afford to send their children to school do so, and primary schools appear to be full." In answer to question 6, he said: "I think extension in cities should now be on a compulsory basis. Poor people in urban areas will take to primary education only under compulsion." Mr. E. C. Gibson, the Commissioner of Ajmer, in his examination, stated: "I think there is need for making a start in compulsion in the towns."

20. I am therefore strongly of opinion that no time should be lost in introducing compulsory primary education in Ajmer, Beawar, Kekri, Nasirabad and Pushkar, and that it should be extended in the near future to the villages.

21. In paragraph 12 of the Report (supervision and inspection of schools) the Committee has only recommended that a full

time inspectress of schools to supervise girls' education in Ajmer-Merwara should be appointed and that the officer to be appointed should be of the standing of an officer of the Indian Educational service (women's branch). Considering, however, that practically nothing has so far been done in the matter of girls' education in Ajmer-Merwara, that only 0·62 per cent. of the female population of Ajmer-Merwara is at present receiving education, I am strongly of opinion that if any real progress in girls' education is to be made, the appointment of an assistant or deputy inspectress of schools to organise and look after the girls' education in *rural areas*, in addition to an inspectress of schools, is absolutely necessary.

Girls' education in Ajmer-Merwara is in a deplorable state as admitted in the quinquennial report on Ajmer-Merwara. As stated in paragraph 14 of this report, only 1 per cent. of the girls of the school-going age in rural areas attend school. Such a state of affairs exists in no province of India, and if any progress in agriculture or any other matter is to be achieved it is absolutely necessary to pay special attention to the spread of girls' education in rural areas in Ajmer-Merwara. A deputy inspectress of schools to work in rural areas leaving the Inspectress to devote herself mainly to administrative matters and to education in the urban areas should be appointed. An officer of the standing of an officer of the Indian Educational Service with multifarious duties in the towns will hardly be able by herself to organise or give proper attention to the education of girls in the villages.

22. As regards the language question, from a practical point of view, there is no multi-lingual difficulty in Ajmer-Merwara, as stated in paragraph 15 of the report. Marwari, Mewari and Dhundhari are not different languages. Mewari and Dhundhari differ from colloquial Marwari chiefly in matters of accent and a few words being differently pronounced. But so far as giving instruction in primary schools is concerned, no difficulty whatever is presented, as even in Mewar and Jaipur territories, the homes of these so called languages, all instruction is given in Hindi as is done in Marwar or Ajmer-Merwara.

23. As regards the Boys' Training School at Ajmer, evidence does not show that there is any thing seriously wrong with the staffing, the organisation or the working of it; but there can certainly be no objection to a careful and impartial examination of the matter. I am unable to subscribe to the observation that sufficient provision does not seem to have been made for teaching Urdu. The evidence of the Assistant Superintendent of Education before the Committee does not support it. As Urdu is not a spoken language in the rural areas, it is but reasonable to continue Hindi as the first language to be taught in the Training School in Ajmer.

24. As regards the medical inspection of students (paragraph 36), I am of opinion that the medical examination of children should be introduced without delay. In Delhi medical inspection is in full sway and there is absolutely no reason why

it should not be introduced with equal benefit at once in Ajmer, Beawar and other towns in this province. Considering the lack of proper sanitary arrangements in Ajmer and Beawar, as evidenced by the continued abnormal death rate in these towns and the prevalence of tuberculosis therein, it is of especial importance to introduce medical inspection of boys and girls in the towns of Ajmer-Merwara without delay.

Delhi.

25. Dealing with the Hindi-Urdu question in the Delhi Province, the Committee say that " we are of opinion that ordinarily as between Hindi and Urdu, the language taught in the primary school should be that of the large majority of the people, but that when the majority is not large, that is, when there is an appreciably sized minority which desires instruction in a different language, provision should be made for giving instruction in that other language." In the rural areas of Ajmer-Merwara, though Hindi or Marwari is the spoken language of the people, the Committee lay down that full facilities should be given for education in Urdu whenever it is desired. Evidence was produced in Delhi that people in the villages wanted instruction in Hindi, but their demand has not been accepted. The Report says that in boys' schools it is usually the case that instruction is given in Urdu, but that provision is made for teaching Hindi as a second script to those who desire it. This, however, is not always done as was clearly shewn when the Committee visited schools in the villages in Delhi. In justice to the people of the rural areas in Delhi who speak Hindi or dialects of it, like *Braj Bhasha,* Hindi should be allowed in all primary schools in rural areas and in the Training School at Delhi to be taken as a first language by those who desire it, and full facilities should be provided for instruction in it.

North-West Frontier Province.

26. In addition to the European Director of Public Instruction and the European Inspectress of Schools, there is one Superintendent (Inspector) of Vernacular Education and 5 District Inspectors, one Personal Assistant to the Director of Public Instruction and nine Assistant District Inspectors of Schools in the North-West Frontier Province. Witnesses who appeared before the Committee complained that out of these 7 senior and 9 junior members of the inspecting staff not one was a Hindu and that in consequence of this complete exclusion of Hindus from the inspecting staff, the Hindus were greatly handicapped. It may be noted that in the North-West Frontier Province, District Inspectors alone recommend candidates to be trained as teachers in the training schools, and the Superintendent of Vernacular Education finally selects them. The witnesses said that the fact that there is no Hindu District Inspector of Schools or Superintendent of Vernacular Education accounts for the almost total absence of Hindu candidates being sent to the training schools to be trained as teachers.

APPENDIX A.

Questionnaire.

1. What is the duration of the primary school course? Have you any suggestion for lengthening or shortening it?

2. What is the position of primary education for boys $\frac{\text{and}}{\text{or}}$ girls in urban and rural areas in the $\frac{\text{North-West Frontier}}{\text{Delhi}}$ $\frac{\text{}}{\text{Ajmer-Merwara}}$ Province with regard to (*a*) adequacy of educational facilities and (*b*) location of schools?

3. What are the agencies for the management of schools for primary education in your province? Have they been successful in improving or enlarging facilities for primary education for boys $\frac{\text{and}}{\text{or}}$ girls in your province?

4. Is there any overlapping of educational effort in your province, district or town? If so, what steps would you suggest to prevent overlapping and for co-ordination of effort by Government, Municipal and District Boards and private agencies?

5. What are the main factors tending to prevent the extension of primary education in your area?

6. Are local circumstances favourable to its extension on a voluntary or on a compulsory basis? What influences have prevented or retarded its expansion on a voluntary basis?

7. If conditions are favourable for expansion on a voluntary basis, what particular measures do you recommend should be undertaken in the case of (*i*) boys and (*ii*) girls by (*a*) Government, (*b*) Municipal and District Boards and (*c*) private agencies?

8. (*a*) Is compulsory primary education for boys in force in any part of the province, district or town with which you are personally concerned? If so, specify the area or areas in which it is in operation?

(*b*) What personal knowledge or experience have you of the working of the system of compulsory education in such areas? What are the reasons which have contributed to its success or failure in the particular areas for which you feel competent to speak?

9. Do you advocate the extension of the principle of compulsory education for children in your province? Is its extension at the present time or in the very near future practicable?

10. Do you consider that there is any local prejudice or objection on (*a*) educational, (*b*) economic, (*c*) social or (*d*) religious grounds to the extension of compulsion in your province? If so, what means can you suggest for overcoming these objections, and for securing the approval and co-operation of the local population to the extension of compulsion?

11. Would you make compulsion universal in its application to boys of all communities resident in the areas in which it is introduced or would you recommend exemption for boys of particular communities? In the latter case, specify the communities and your reasons for pressing for exemption in their case? If the enforcement of compulsion is determined by the ages of children, would you have the same ages of compulsion for all communities?

12. Would you apply compulsion to (*a*) boys only or (*b*) girls as well as boys, (*c*) the entire province with which you are concerned or (*d*) particular areas only? State the ages or school classes to which you would apply compulsion? Specify the particular areas and your reasons for restricting compulsion to these areas?

13. If compulsion is advocated, how many years would it take to make it applicable to (*a*) your entire province, or (*b*) particular areas to which you may recommend that it should be restricted?

14. (*i*) Who would you suggest as the proper authorities to enforce compulsion;

(*ii*) What safeguards would you suggest to prevent possible hardship on the people due to the enforcement of the law; and

(*iii*) How is the cost of compulsion to be met?

15. How are (*a*) District Board, (*b*) Municipal, (*c*) Privately-managed schools financed? To what extent are local bodies dependent upon subsidies from Government for meeting their expenditure on (*i*) general objects of utility, (*ii*) education?

16. What proportion of the total income of (*a*) Municipalities and (*b*) District Boards is at present being spent on (*i*) primary education and (*ii*) other branches of education? Could the percentage of expenditure on education be increased so as to meet the cost of expansion by (*i*) reducing expenditure on non-educational objects or (*ii*) extra taxation, and if so, to what extent?

17. What is the system of grants-in-aid to schools under private control in your area? Have you any suggestion to make for modifying the present financial arrangements?

18. Is there any necessity for the establishment of residential primary schools in the province, district or town with which you are concerned? If so, have you any suggestions to make for the provision of such residential primary schools?

19. Have you any bilingual or multilingual areas? How do you propose to meet the multilingual difficulty in areas which supply only a few pupils?

20. What defects, if any, have you noticed in the present system of primary education for boys $\frac{\text{and}}{\text{or}}$ girls in

(*a*) urban areas, or

(*b*) rural areas of

the North-West Frontier Province
the Delhi Province
Ajmer-Merwara

and what suggestions can you offer for improvement under the following heads:—

(*a*) Control (management) of schools;

(*b*) Supervision of schools;

(*c*) Supply and efficiency of teachers;

(*d*) Provision of school buildings and play grounds;

(*e*) Curriculum;

(*f*) any other direction in which improvement seems to be possible?

Questions Affecting the Education of Girls.

21. (*a*) To what extent is the purdah system observed in your province, district or town and from what age, generally speaking, is it enforced? Are there any marked signs that this custom is breaking down?

(*b*) To what extent has the purdah system been responsible for the backward condition and for the lack of development of female education in your province?

22. (*a*) What other conditions or circumstances have prevented the spread of education among girls?

(*b*) What suggestions have you to make for altering these conditions or circumstances?

23. (*a*) Have you any suggestions to offer for bringing the education of little girls into closer touch with their home lives?

(*b*) Do any schools exist in your area for teaching little children, especially girls, mainly practical household arts and then gradually introducing reading, writing, etc.? If so, have they been successful, and do you think it possible and advisable to start some such schools?

24. Do you consider that the time has arrived for the application of compulsion to girls in (*a*) the entire province or (*b*) particular areas, which should be specified?

25. Is there any local prejudice or objection to the application of compulsion to girls on (*a*) educational, (*b*) economic, (*c*) social or (*d*) religious grounds? If so, what means can be adopted to overcome these objections and

to secure the approval and co-operation of the local population to extension of education by compulsion?

26. In the case of compulsion being advocated for boys as well as for girls, would co-education be desirable and generally acceptable to the people in the areas in which it is enforced, and if so, up to what age in (*a*) urban and (*b*) rural areas?

27. Assuming that a good case can be made out for the application of compulsory primary education to girls in the entire province or restricted areas, as the case may be, what age limits for girls would you prescribe? Would you apply the same age limits to all classes of the community?

28. Would you advise exemption for the girls of particular communities? If so, for which communities and for what reasons?

QUESTIONS REGARDING TEACHERS.

29. Is the supply of teachers of the classes named below adequate for the existing needs of primary education in the area in which you are interested?

(*a*) Untrained men teachers.

(*b*) Untrained women teachers.

(*c*) Trained men teachers.

(*d*) Trained women teachers.

30. What institutions already exist in your area for the training of primary school teachers? What are the general educational qualifications of students who are admitted for training as primary school teachers? What is the duration of the course? How many teachers finish their course of training annually. From what areas and from what classes of the community are recruits obtained?

31. In what respects are these institutions unable to produce the number or the quality of the teachers required for primary schools for (*a*) boys and/or (*b*) girls? What remedies do you suggest to improve the quantity or the quality of teachers, both men and women?

32. What additional training facilities in the way of institutions or classes do you consider will be required to meet the increased needs of your area in the event of the extension of primary education to (*i*) the entire province or (*ii*) particular areas under (*a*) a voluntary scheme of expansion, (*b*) a compulsory scheme of expansion?

33. What would be the cost of the additional training facilities for men and women teachers proposed under question 32 above and what suggestions have you to offer regarding the sources from which funds for the purpose can be provided?

34. Have you any other suggestions to make regarding the recruitment, training, etc., of (*a*) men teachers and (*b*) women teachers in order to increase the available number of trained teachers and improve their efficiency?

35. In case you advocate co-education, do you advise that women teachers be employed for junior classes, and if so, to what extent?

36. Is it easy to staff rural schools with trained men or women teachers? If not, how could trained men and women teachers be induced to teach in the villages?

QUESTIONS RELATING TO THE EDUCATION OF THE DEPRESSED CLASSES.

(In the following questions depressed classes should be understood to include the communities known as "untouchables".)

37. What are the causes, social, economic or religious, for the backward condition of education among the depressed classes in your province? What are the present occupations generally of depressed class people in your province?

38. What provision exists in your province, district or town for the primary education of the children of the depressed classes? Are they eligible for admission into the ordinary Government, Municipal or District Board schools, and if so, is there any prejudice against their admission; is prejudice strong or is it breaking down? If they are admitted, do they receive equal opportunities for education and advancement with the children of other communities? Do special schools for the depressed classes exist?

39. Are special schools necessary for the education of the children of the depressed classes? If so, are they or would they be popular? Where and from what communities should their teachers be recruited?

40. If special schools already exist for the children of the depressed classes, where are they located? Are they located in the areas where the depressed classes live or in other areas?

41. Are special schools for the depressed classes under Government, Local Board or private control? Do they depend on Government, local boards or private bodies or individuals for their maintenance?

42. What suggestions can you make for the expansion of facilities for the education of depressed class children in the ordinary schools?

43. Would you advocate (*a*) the reservation of a certain number of seats for them in the ordinary schools, (*b*) the award of a higher grant to a school which admits them, (*c*) the grant to them of special stipends or (*d*) other inducements in the shape, *e.g.*, of a free meal?

44. (*a*) How far could primary education be made utilitarian and attractive for children of these classes?

(*b*) Would you suggest the inclusion of industrial training for the children of the depressed classes in primary schools? If so, on what lines would you suggest such industrial training being given?

45. Do any institutions exist in your province for the industrial training of children of primary school age? If so, are the children of the depressed classes admitted to them? If not, what measures can be taken to secure the admission of depressed class pupils into existing industrial institutions?

46. What do you think of the suggestion to open part time schools for children of the depressed classes?

47. Do you recommend (*a*) reservation of places $\frac{\text{and}}{\text{or}}$ (*b*) special stipends for men and women teachers of the depressed classes attending training schools or training classes?

APPENDIX B.

List of Schools visited by the Primary Education Committee.

DELHI.

1. Reformatory School, Delhi.
2. Sarswati Bhawan Girls' School (Depressed Classes), Delhi.
3. Government Training School for Women, Delhi.
4. Moid-ul-Islam Orphanage Primary School, Delhi.
5. Mrs. Chatterjee's School at Dhake, Delhi.
6. Girls' Primary School, Timarpur, Delhi.
7. Boys' Secondary School (Primary Department), Timarpur, Delhi.
8. United Christian Middle School, Primary Department, Delhi.
9. Baptist Mission Girls' High School, Primary Department, Delhi.
10. St. Elizabeth Industrial School, Delhi.
11. Butler Memorial Girls' School, Delhi.
12. M. B. Low Caste Primary School (Boys), Mori Gate, Delhi.
13. M. B. Primary School (Boys), Maliwara, Delhi.
14. M. B. Primary School (Girls), Maliwara, Delhi.
15. Arya Samaj Girls' Middle School, Primary Department, Chaori Bazaar, Delhi.
16. M. B. Boys' Primary School, Lal Kuan, Delhi.
17. M. B. Primary School (Boys), Karolbagh, Delhi.
18. M. B. Primary School (Girls), Karolbagh, Delhi.
19. Baptist Mission Primary School, Idgah, Delhi.
20. Government Industrial School, Sarai Behram Khan, Delhi.
21. M. B. Primary School (Boys), New Delhi.
22. M. B. Primary School (Girls), New Delhi.
23. M. B. Primary School (Boys), Jungpura.
24. S. P. G. Mission Primary School for Girls, Jungpura.
25. D. B. Boys' Primary School, Chiragh-Delhi.
26. D. B. Girls' School, Chiragh-Delhi.
27. D. B. Primary School (Boys), Shamapur, Badli.
28. Arya Vedic Primary School (Depressed Classes), Shamapur, Badli.

AJMER-MERWARA.

1. Municipal City Vernacular School (Boys), Ajmer.
2. Municipal Primary School (Girls), Ajmer.
3. Moinia Islamia Primary School (Boys), Ajmer.
4. D. A. A. V. Primary School (Boys), Ajmer.
5. Gulab Deve Patshala (Girls), Ajmer.
6. Government Primary School (Boys), Pushkar (Ajmer).
7. Government Primary School (Girls), Pushkar.
8. Methodist Episcopal Mission Depressed Class Primary School (Boys), Ganj, Ajmer.
9. Drynan Primary School, Ganj, Ajmer.
10. Avery Mission Primary School (Girls), Ajmer.
11. Government Normal School, Ajmer.
12. Veoparik Pathshala Primary School (Boys), Nasirabad.
13. Mission Women Teachers' Training School, Nasirabad.

14. Government Primary School (Boys), Kekri.
15. Government Primary School (Girls), Kekri.
16. Government Primary School (Boys), Goela.
17. Government Primary School (Boys), Saradhna.
18. Government Primary School (Boys), Kharwa.
19. Sanatan Dharam Primary School (Boys), Beawar.
20. Municipal Primary School (Boys), Beawar.
21. Mission Primary School (Girls), Mohalla Shahpura, Beawar.
22. Society Girls' School, Mohalla Diggi, Beawar.
23. Mission Primary School (Boys), Todgarh.
24. Government Primary School (Girls), Todgarh.
25. Government Primary School (Boys), Bhim.
26. Government Primary School (Boys), Jawaja.
27. Dargah School (Boys), Taragarh (Ajmer).
28. Madrassa Moin-ul-Islam (Boys), Ajmer.
29. Sultania Girls' School, Ajmer.

NORTH-WEST FRONTIER PROVINCE.

1. Islamia Primary School (Boys), Abbottabad.
2. M. B. Primary School (Boys), Abbottabad.
3. M. B. Middle School (Girls), Abbottabad.
4. Albert Victor Anglo-Sanskrit School (Primary Department), Abbottabad.
5. D. B. Primary School (Boys), Mansehra.
6. D. B. Primary School (Girls), Mansehra.
7. D. B. Primary School (Girls), Dhudial.
8. D. B. Primary School (Boys), Dhudial.
9. D. B. School (Boys), Serai Saleh.
10. Rukmani Girls' School, Haripur.
11. D. B. School (Boys), Panian.
12. D. B. School (Boys), Shaidu.
13. Boys Primary School, Nowshera Cantonment.
14. Government Normal School for Women, Peshawar.
15. Government Hostel for Girls, Peshawar.
16. Sirki Gate M. B. Boys Primary School, Peshawar.
17. Sirki Gate M. B. Girls Primary School, Peshawar.
18. Gunj M. B. Boys Primary School, Peshawar.
19. Yakatut M. B. Boys Primary School, Peshawar.
20. Yakatut M. A. A. V. Middle Girls School, Peshawar.
21. D. B. Girls Primary School, Becket Gunj (Mardan).
22. Agency Boys School, Dargai.
23. Agency Boys Primary School, Malakand.
24. Boys Primary School, Landi Kotal, Khyber.
25. Government Training College and D. B. Boys Primary (Practising) School, Peshawar.
26. D. B. Boys Primary School, Badaber.
27. Adam Khel Tribal Area School, Kohat Pass.
28. M. B. Girls Primary School (Gurmukhi), Kohat.
29. M. B. Girls Middle School (Urdu), Kohat.
30. M. B. Boys Primary School, Kohat City.
31. M. B. Boys Primary School (Chikarkot), Kohat.
32. Islamia Boys Primary School, Kohat.
33. Bharatri Middle School, Kohat.
34. D. B. Boys Primary School, Kurram.

35. D. B. Boys Primary School, Domel.
36. Gunter M. B. Girls Middle Schools (Urdu and Gurmukhi), Bannu.
37. Daulat Ram Arya Kanya Pathshala Middle School, Bannu.
38. M. B. Boys Primary School, Bannu.
39. Islamia Primary School, Bannu.
40. D. B. School, Tittar Khel (Bannu District).
41. D. B. School, Pezu (Bannu District).
42. D. B. School, Yarik (Dera Ismail Khan District).
43. Arya Kanya Pathshala (Middle School), Dera Ismail Khan.
44. M. B. Urdu Girls School (Middle School), Dera Ismail Khan.
45. Training Class and M. B. Boys Primary (Practising) School, Dera Ismail Khan.
46. Primary Department, Islamia High School, Dera Ismail Khan.
47. Primary Department, Vedic Bharatri School, Dera Ismail Khan.
48. Primary Department, C. M. High School, Dera Ismail Khan.
49. M. B. Hindu Middle School, Dera Ismail Khan.

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APPENDIX C.

List showing the persons by whom written statements were submitted to the Primary Education Committee.

DELHI PROVINCE.

1. Mr. Jugal Kishore, Honorary Secretary, Indraprastha Hindu Girls' High School and Intermediate College, Delhi.
2. Rai Sahib Pandit Madan Gopal, Member, District Board, Delhi.
3. Swami Ramananda Sanyasi, General Secretary, All-India Shraddhanand Dalit Uddhar Sabha, Delhi.
4. Major J. R. D. Webb, I.M.S., O.B.E., D.P.H. (Lond.), M.R.C.S. & L.R.C.P., Assistant Director of Public Health, Delhi.
5. Ch. Kishan Chand, B.A., LL.B., Vice-Chairman, District Board, Delhi.
6. Mr. Ghulam Mohiyuddin, B.A., B.T., P.E.S., District Inspector of Schools, Delhi.
7. Miss A. E. Francis, Principal, Baptist Mission Girls' Middle School, Daryaganj, Delhi.
8. Reverend H. B. King, Secretary, S. P. G. and Cambridge Mission.
9. Miss Margaret I. W. Hermiston, B.R.E., Principal, Butler Memorial Girls' School, Delhi.
10. Mr. Muhammad Azmatullah, B.A., LL.B., Honorary Secretary, Delhi Muslim Association, Delhi.
11. Mr. S. S. Sharma, M.A., B.T., Senior Superintendent of Municipal Education, Delhi.
12. Mr. Mukhtiar Ahmad Qureshi, M.A., B.T., Superintendent, Municipal Education, Delhi.
13. Miss I. Mitra, B.A., B.T., Assistant Superintendent for Female Education, Delhi Province.
14. Mr. Jalal-ud-Din, B.A., B.T., Manager, Reformatory School, Delhi.
15. Miss S. Rudra, B.A., B.T., Headmistress, Government Training School for Girls, Delhi.
16. Mrs. J. C. Chatterjee, President, Women's Educational Conference, Delhi.
17. Mr. Mir Muhammad Hussain, Municipal Commissioner, Delhi.
18. Sardar Sahib Sobha Singh, Honorary Magistrate, New Delhi.
19. Mrs. Dina Nath Gaur, B.A. (Hons.), B.T., Lecturer in Economics, Indraprastha Intermediate College, Delhi.
20. Rai Bahadur S. L. Rallia Ram, B.A., P.C.S., Secretary, Municipal Committee, Delhi.
21. Headmaster, Middle School for Boys, Timarpur, Delhi.
22. Miss Kamala Bose, B.A. (Hons.), Principal, Modern High School, Delhi.
23. Khan Sahib Muhammad Fazluddin, B.A., S.A.V., Retired Principal, Anglo-Arabic Intermediate College, Delhi.
24. Mr. Indra Narain Gupta, B.A., B.T., Headmaster, Government Industrial School, Delhi.
25. Mrs. Rameshuri Nehru, President, Delhi Women's League, Delhi.
26. Mr. Jagdish Parshad, Municipal Commissioner, New Delhi.
27. Mrs. Razaullah, Member, Women's Educational League, Delhi.
28. Miss C. Norris, Victoria Girls' School, Delhi.
29. Misses A. C. Gange and J. W. Fitz-Henry, Baptist Mission Girls' High School, Delhi.
30. Mr. Muzaffar Hussain Khan, M.A., B.T., Headmaster, Government Training School, Najafgarh.
31. Dr. K. S. Sethna, B.Sc., B.Hy., D.P.H. (London), D.T.M. & H. (Cantab.), F.R.I.P.H. (England), F.R.S.I. (England), L.M.S., Medical Officer of Health, Delhi.

AJMER-MERWARA.

1. The Reverend Mother Matilda, Lady Superintendent, Sophia High School, Ajmer.
2. Mr. Kanahaya Lal, B.A., L.T., Retired Headmaster, Normal School, Ajmer.
3. Mr. Ram Swarup Rawat, Tahsildar, Ajmer.
4. Reverend George Carstairs, B.D., Superintendent, Cantonment Mission High School, Nasirabad.
5. Kanwar Chand Karan Sarda, B.A., LL.B., Vakil, High Court, Ajmer.
6. Mr. A. N. David, B.A., L.T., Headmaster, Husband Memorial High School, Ajmer.
7. Mrs. G. M. Khan, B.A., B.T., Assistant Inspectress of Girls' Schools, Ajmer-Merwara, Ajmer.
8. Mr. Ram Dayal Sakarwal, B.A., Sub-Postmaster, P. O. Kutcheri, Ajmer.
9. Major H. B. Davidson, Chairman, Municipal Committee, Deoli.
10. Rai Sahib Ram Bilas Sarda, Municipal Commissioner, Ajmer.
11. Captain A. C. Galloway, I.A., District Magistrate, Mount Abu.
12. Mr. E. C. Gibson, I.C.S., Chairman, District Board, Ajmer-Merwara, Ajmer.
13. Pandit Sohan Lal, Municipal Commissioner, Beawar.
14. Pandit Ganga Ram Ubana, Proprietor, Bhola Ram & Sons, Nasirabad.
15. Khan Sahib Abdul Wahid Khan, B.A., LL.B., Public Prosecutor, Ajmer.
16. Mr. K. L. Varma, B.A., LL.B., Chairman, Municipal Committee, Beawar.
17. Mr. H. M. C. Harris, M.B.E., B.A., L.C.P., Headmaster, Government High School, Ajmer.
18. Mr. Abdul Nabi Khan, Bhomia of Gagwana, Ladpura.
19. Mr. B. L. Varma, B.A., Headmaster, Sanatan Dharam P. High School, Beawar.
20. Mr. Bishambar Dayal, B.A., Headmaster, D. A. A. V. High School, Ajmer.
21. Ayurved Mahopadhyaya Vaidya Kalyan Singh, Vice-President, Hindu Sabha, Ajmer.
22. Pandit Ram Chandra Joshi, Headmaster, Government Secondary School, Saradhna.
23. Mr. Syed Hussain, B.A., C.T., Secretary, Provincial Muslim Educational Conference, Ajmer.
24. Khan Sahib Syed Raza Husain, B.A., L.T., Headmaster, Moinia Islamia High School, Ajmer.
25. Reverend D. C. Wilkie, M.A. (Hons.), B.D., Dip. Ed. (Edinburgh), Convener, Rajputana Presbyterian Mission Education Committee.
26. Mr. Muhammad Ishaque Qureshi, M.A., L.T., Deputy Inspector of Schools, Ajmer.
27. Syed Abdul Jabbar, Jagirdar, and Syed Nizar Ahmad, Ajmer.
28. Thakur Onkar Singh of Bagsuri, Secretary, District Board, Ajmer.
29. Mirza Abdul Qadir Beg, M.A., LL.B., Vakil, High Court, Ajmer.
30. Miss I. Mitra, B.A., B.T., Chief Inspectress of Schools, Ajmer-Merwara.
31. Mr. Mukat Behari Lal Bhargava, M.A., LL.B., Convener, Education Sub-Committee, Municipal Committee, Beawar.
32. Miss J. E. Copeland, M.A. (Hons.), Missionary, U. F. C. Mission, Ajmer.
33. Sahibzada Abdul Wahid Khan, B.A., B.L. (Oxon.), Additional District and Sessions Judge, Ajmer.
34. Rai Sahib Munshi Kishan Lal Khanna, Deputy Magistrate, Kekri.
35. Mr. Sobhag Lal Rawat, M.A., B.Sc., LL.B., Vakil, High Court, Beawar.
36. Major H. H. Stoney, President, Cantonment Board, Nasirabad.
37. Rao Sahib Mithan Lal Bhargava, Advocate, President, Pushkar Shamlat Committee, Ajmer.
38. Pandit Gaya Prasad, Deputy Inspector of Schools, Merwara.

39. Mrs. Shareefah Hamid Ali, Vice-President, All-India Women's Conference.
40. Pandit Sohan Lal, President, Hindu Sabha, Pushkar.
41. Rai Sahib Pandit P. B. Joshi, M.A., B.Sc., Assistant Superintendent of Education, Ajmer-Merwara, Ajmer.
42. Mr. S. C. Chatterji, B.Sc., M.Sc., L.T., M.Ed., Headmaster, Government Normal and Training School, Ajmer.
43. Miss E. L. Lawson, B.Sc., Principal, Avery Girls' School, Ajmer.
44. Mr. Murli Dhar, B.Sc., B., B. and C. I. Railway, Ajmer.
45. Miss I. F. Aitken, Superintendent, Mission Girls' Schools and Zenanas in Beawar.
46. Mr. Hori Lal Sharma, late Deputy Inspector of Schools (Marwar), Ajmer.
47. Kamla Devi, Headmistress, Society Girls' School, Beawar.
48. Mr. Shanker Prasad Upadhya, B. Com., Headmaster, Shri Shanti Jain Vidyalaya, Beawar.

NORTH-WEST FRONTIER PROVINCE.

1. Qazi Inayatullah, B.A., P.E.S., District Inspector of Schools, Peshawar.
2. Mr. Das Ram Bagai, B.A., Retired District Judge, Dera Ismail Khan.
3. Mr. N. Utarid, B.A., B.T., Headmaster, Pennell High School, Bannu.
4. Khan Sahib Mir Karim Bakhsh, P.E.S., Inspector of Vernacular Education, North-West Frontier Province, Peshawar.
5. Mr. J. H. Towle, M.A., I.E.S., Director of Public Instruction, North-West Frontier Province.
6. Rai Bahadur Karm Chand, O.B.E., Senior Vice-President, Peshawar Municipality, Peshawar.
7. Mrs. K. Parmanand, c/o Parmanand, Esquire, Bar.-at-Law, Abbottabad.
8. O. K. Caroe, Esquire, I.C.S., Deputy Commissioner, Kohat.
9. Khan Sahib Sheikh Allah Din, B.A., P.E.S., District Inspector of Schools, Hazara District, Abbottabad.
10. Lala Ladha Ram, B.A., Pleader, Junior Vice-President, Municipal Committee, Bannu.
11. Mr. Ghulam Rabbani Khan, B.A., LL.B., Pleader, Manshera (Abbottabad).
12. Rai Sahib Seth Chuhar Lal, Manager, A. V. A. S. High School, Abbottabad.
13. Captain B. Stuart Horner, I.A., B.A., F.R.G.S., Deputy Commissioner, Hazara, Abbottabad.
14. Mr. H. A. F. Metcalfe, C.I.E., M.V.O., I.C.S., Deputy Commissioner, Peshawar.
15. Miss G. E. Littlewood, M.B.E., I.E.S., Inspectress of Girls' Schools, North-West Frontier Province, Peshawar.
16. Mohammad Aslam Khan, Bara Khan Khel, Zamindar, Mardan.
17. Sheikh Zain-ul-Abidin, B.A., P.E.S., District Inspector of Schools, Bannu.
18. M. Mohammad Alam, B.A., P.E.S., District Inspector of Schools, Kohat.
19. Mohammad Ramzan Khan, M.A., LL.B., Peshawar.
20. M. Ahmad Ali Sadiq, M.A., Dera Ismail Khan.
21. Mohammad Sarwar Khan Tarkhalia, B.A., LL.B., Pleader, Abbottabad.
22. Mufti Azizur-Rahman, B.A., P.E.S., District Inspector of Schools, Dera Ismail Khan.
23. H. C. Guyer, Esquire, Principal, Church Mission High School, Dera Ismail Khan.
24. K. B. Saad-ud-Din Khan, Additional Judicial Commissioner, Peshawar.
25. Wisanda Ram, Manager, Sanatan Dharm School, Bannu.
26. Sardar Sahib Sardar Narinjan Singh, Manager, Khalsa High School, Peshawar City.

27. Mrs. Elwin, C.M.S., Dera Ismail Khan.
28. Khan Sahib Qazi Faqir Ahmad Khan, President, Muslim Association, Peshawar Cantonment.
29. Dr. Miss Bhagirti Rishi, M.B.B.S., President, The Women's Association, Peshawar.
30. Mrs. Nazirullah on behalf of Ladies Pardah Club, Peshawar.
31. Khan Bahadur Abdul Ghafur Khan, Khan of Zaida.
32. Gurdit Singh, B.A., LL.B., Legal Practitioner, Kohat.
33. Mr. Mohammad Jan, Manager, Islamia Middle School, Bannu.
34. R. S. Harnam Singh, Manager, R. S. Khalsa High School, Bannu.
35. Captain C. G. N. Edwards, Deputy Commissioner, Dera Ismail Khan.
36. Major Nawab Ahmad Nawaz Khan, Nawab of Dera.
37. Doctor T. C. Dewan, President, Sanatan Dharam P. Gurditta Mal, Putri Pathshala, Kohat.
38. Khan Bahadur Nawab Zaffar Khan, I.O.M., Vice-Chairman, District Board, Bannu.

List of witnesses orally examined by the Primary Education Committee.

DELHI PROVINCE.

Delhi.

1. Sheikh Ghulam Mohiyuddin, B.A., B T., P.E.S., District Inspector of Schools, Delhi.
2. Mr. Jalal-ud-Din, B.A., B.T., Manager, Reformatory School, Delhi.
3. Miss M. I. W. Hermiston, B.R.E., Principal, Butler Memorial Girls' School, Delhi, with
4. Mr. Bradley, Education Secretary, and
5. Right Reverend Bishop Robinson.
6. Swami Ramananda Sanyasi, General Secretary, All-India Shraddhanand Dalit Uddhar Sabha, Delhi.
7. Mr. Mir Muhammad Hussain, Municipal Commissioner, Delhi.
8. Mr. Muhammad Azmatullah, B.A., LL.B., Honorary Secretary, Delhi Muslim Association, Delhi.
9. Mrs. J. C. Chatterjee, President, Women's Educational Conference, Delhi.
10. Mr. Jugal Kishore, Honorary Secretary, Indraprastha Hindu Girls' High School and Intermediate College, Delhi.
11. Mr. Indra Narain Gupta, B.A., B.T., Headmaster, Government Industrial School, Delhi.
12. Mr. S. S. Sharma, M.A., B.T., Senior Superintendent of Municipal Education, Delhi.
13. Mr. Mukhtiar Ahmad Qureshi, M.A., B.T., Superintendent, Municipal Education, Delhi.
14. Ch. Kishan Chand, B.A., LL.B., Vice-Chairman, District Board, Delhi, with
15. Rai Sahib Pandit Madan Gopal, Member, District Board, Delhi.
16. Rai Bahadur S. L. Rallia Ram, B.A., P.C.S., Secretary, Municipal Committee, Delhi.
17. Reverend H. B. King, S. P. G. and Cambridge Mission.
18. Miss Gotch, S. P. G. and Cambridge Mission.
19. Miss B. Tosh, S. P. G. and Cambridge Mission.
20. Miss A. E. Francis, Principal, Baptist Mission Girls' Middle School, Daryaganj, Delhi.
21. Sardar Sahib Sobha Singh, Honorary Magistrate, New Delhi.

22. Mrs. Dina Nath Gaur, B.A. (Hons.), B.T., Lecturer in Economics, Indraprastha Intermediate College, Delhi.
23. Miss C. Norris, Victoria Girls' School, Delhi.
24. Miss A. C. Gange, Baptist Mission Girls' High School, Delhi,

with

25. Miss J. W. Fitz-Henry, Baptist Mission Girls' High School, Delhi.
26. Mrs. Rameshuri Nehru, President, Delhi Women's League, Delhi,

with

27. Mrs. Razaullah, Member, Women's Educational League, Delhi.
28. Mr. Muzaffar Hussain Khan, M.A., B.T., Headmaster, Government Training School, Najafgarh.
29. Miss Kamala Bose, B.A. (Hons.), Principal, Modern High School, Delhi.
30. Khan Sahib Muhammad Fazluddin, B.A., S.A.V., Retired Principal, Anglo-Arabic Intermediate College, Delhi.
31. Miss I. Mitra, B.A., B.T., Assistant Superintendent for Female Education, Delhi Province.
32. Dr. K. S. Sethna, B.Sc., B.Hy., D.P.H. (Lond.), D.T.M.&H. (Cantab.), F.R.I.P.H. (Eng.), F.R.S.I. (Eng.), L.M.S., Medical Officer of Health, Delhi,

with

33. Miss J. Griffith, Lady Doctor, Delhi Municipality.

AJMER-MERWARA.

AJMER.

1. Mr. E. C. Gibson, M.A., I.C.S., Chairman, District Board, Ajmer-Merwara, Ajmer.
2. Mr. H. M. C. Harris, M.B.E., B.A., L.C.P., Headmaster, Government High School, Ajmer.
3. Sahibzada Abdul Wahid Khan, B.A., B.L. (Oxon.), Additional District and Sessions Judge, Ajmer.
4. Khan Sahib Abdul Wahid Khan, B.A., LL.B., Public Prosecutor, Ajmer.
5. Rai Sahib Mithan Lal Bhargava, Advocate, President, Pushkar Shamlat Committee, Ajmer.
6. Mr. S. F. Madden, O.B.E., I.E.S., Chairman, Municipal Committee, Ajmer.
7. Pandit Ram Chandra Joshi, Headmaster, Government Secondary School, Saradhna.
8. Khan Sahib Syed Raza Husain, B.A., L.T., Headmaster, Moinia Islamia High School, Ajmer.
9. Mr. Bishambhar Dayal, B.A., Headmaster, D. A. A. V. High School, Ajmer.
10. Major H. H. Stoney, President, Cantonment Board, Nasirabad,

with

11. Mr. A. Hamid Khan, Member, Cantonment Board, and
12. Mr. Bala Sundaram, Executive Officer of the Cantonment Board, Nasirabad.
13. Rai Sahib Munshi Kishan Lal Khanna, Deputy Magistrate, Kekri.
14. Thakur Onkar Singh of Bagsuri, Secretary, District Board, Ajmer.
15. Miss I. Mitra, B.A., B.T., Chief Inspectress of Schools, Ajmer-Merwara.
16. Mrs. G. M. Khan, B.A., B.T., Assistant Inspectress of Girls' Schools, Ajmer-Merwara.
17. Miss J. E. Copeland, M.A. (Hons.), Missionary, U. F. C. Mission, Ajmer.
18. Mr. Kanahaya Lal, B.A., L.T., Retired Headmaster, Normal School, Ajmer.
19. Rai Sahib Ram Bilas Sarda, Municipal Commissioner, Ajmer.

20. Mr. Syed Hussain, B.A., C.T., Secretary, Provincial Muslim Educational Conference, Ajmer.
21. Kanwar Chand Karan Sarda, B.A., LL.B., Vakil, High Court, Ajmer.
22. Mr. Ram Dayal Sakarwal, B.A., Sub-Postmaster, P. O. Kutcheri, Ajmer.
23. Revd. George Carstairs, B.D., Superintendent, Cantonment Mission High School, Nasirabad.
24. Rai Sahib Pandit P. B. Joshi, M.A., B.Sc., Assistant Superintendent of Education, Ajmer-Merwara, Ajmer.
25. Miss E. L. Lawson, B.Sc., Principal, Avery Girls' School, Ajmer.
26. Mr. S. C. Chatterji, B.Sc., M.Sc., L.T., M.Ed., Headmaster, Government Normal and Training School, Ajmer.
27. Mirza Abdul Qadir Beg, M.A., LL.B., Vakil, High Court, Ajmer.
28. Revd. F. Augustine, St. Anselm's High School, Ajmer.
29. Mr. Murli Dhar, B.Sc., B., B. and C. I. Railway, Ajmer,

with

30. Ayurved Mahopadhyaya Vaidya Kalyan Singh, Vice-President, Hindu Sabha, Ajmer.
31. Mr. Suraj Karan, Headmaster, Adler School, Ajmer.

BEAWAR.

32. Revd. D. C. Wilkie, M.A. (Hons.), B.D., Dip.Ed. (Edinburgh), Convener, Rajputana Presbyterian Mission Education Committee.
33. Mr. K. L. Varma, B.A., LL.B., Chairman, Municipal Committee, Beawar.
34. Mr. Mukat Behari Lal Bhargava, M.A., LL.B., Convener, Education Sub-Committee, Municipal Committee, Beawar.
35. Miss I. F. Aitken, Superintendent, Mission Girls' Schools and Zenanas in Beawar.
36. Mr. B. L. Varma, B.A., Headmaster, Sanatan Dharam P. High School, Beawar.
37. Mr. Sobhag Lal Rawat, M.A., B.Sc., LL.B., Vakil, High Court, Beawar.
38. Kamla Devi, Headmistress, Society Girls' High School, Beawar.

NORTH-WEST FRONTIER PROVINCE.

1. Captain B. Stuart Horner, I.A., B.A., F.R.G.S., Deputy Commissioner, Hazara.
2. Khan Sahib Sheikh Alla Din, District Inspector of Schools, Hazara District.
3. R. S. Seth Chuhar Lal, Manager, A. V. A. S. High School, Abbottabad.
4. Mohammad Sarwar Khan Tarkhalia, Pleader, Abbottabad.
5. Mrs. Parmanand, wife of R. S. Parmanand, Bar.-at-Law, Abbottabad.
6. Mr. Ghulam Rabbani Khan, B.A., LL.B., Pleader, Mansehra.
7. Mr. J. H. Towle, I.E.S., Director of Public Instruction, North-West Frontier Province.
8. Mr. H. A. F. Metcalfe, C.I.E., I.C.S., Deputy Commissioner, Peshawar.
9. Khan Sahib Mir Karim Bakhsh, P.E.S., Inspector of Vernacular Education, Peshawar.
10. Qazi Inayatullah, B.A., District Inspector of Schools, Peshawar.
11. K. B. Saad-ud-Din Khan, Additional Judicial Commissioner, Peshawar.
12. K. B. Abdul Ghafur Khan, Khan of Zaida, Retired Sessions Judge, Peshawar.
13. S. S. Bhai Narinjan Singh, Manager, Khalsa High School, Peshawar.
14. Khan Mohammad Aslam Khan, Bara Khan Khel, Mardan District.
15. Miss G. E. Littlewood, M.B.E., Inspectress of Girls' Schools, Peshawar.
16. Dr. Miss Bhagirti Rishi, M.B.B.S., President, The Women's Association, Peshawar.

17. Mr. O. K. Caroe, I.C.S., Deputy Commissioner, Kohat.
18. M. Mohammad Alam, B.A., P.E:S., District Inspector of Schools, Kohat.
19. S. Gurdit Singh, Manager, Bharatri School, Kohat.
20. Syed Mohammad Ashraf, Pleader, Kohat.
21. K. B. Nauroz Ali Khan of Ibrahimzai, Kohat.
22. Sheikh Zain-ul-Abidin, B.A., District Inspector of Schools, Bannu.
23. Mohammad Jan Khan M.A., Manager, Islamia Middle School, Bannu.
24. Sirdar Dewan Singh, on behalf of S. Harnam Singh, Manager, Khalsa High School, Bannu.
25. L. Ladha Ram, Pleader and Manager, Vedic Putri Pathshala, Bannu.
26. Captain C. G. N. Edwards, Deputy Commissioner, Dera Ismail Khan.
27. Mufti Azizur-Rahman, B.A., District Inspector of Schools, Dera Ismail Khan.
28. Mr. H. C. Guyer, O.B.E., Principal, C. M. High School, Dera Ismail Khan.
29. R. B. Thakur Dutt, President, and Das Ram Bagai, Secretary, Bharatri Sabha, Dera Ismail Khan.
30. L. Chokha Ram, Manager, Arya Girls' School, Kulachi.
31. Mr. Ahmad Ali Sadiq, M.A., B.T., LL.B., Vakil, Dera Ismail Khan.

APPENDIX D.

Population of school-going age.

The school-going population used to be calculated in India as 15 per cent. of the population. This ratio was in accord with the recommendation made by the Education Commission of 1882 in paragraph 48 of their report. In paragraph 28 of the Sixth Quinquennial Review on the Progress of Education in India, 1907-12, this question was examined and it was argued that the conventional figure of 15 per cent. represented a fairly correct basis for the calculation of the population of school-going age in India. Owing, however, to the vexed nature of the question as to what proportion of the population should be regarded as that of school-going age the Government of India dropped the 15 per cent. basis altogether and directed that the percentage given should be that of the number of pupils at school compared with the total population. Thus the General Educational Tables appended to the educational reports no longer make any reference to the population of school-going age, they merely contain figures indicating the percentage of scholars to the total population.

It is, however, now possible to arrive at some, more or less, definite calculations in this respect as compulsory Primary Education Acts have been passed in most provinces. Generally speaking these Acts are applicable to children between the ages of 6 and 11 years. All the children between these age limits may, therefore, be regarded as comprising the population of school-going age. The percentage of this population to the total population, as calculated from Age Table VII of the Census of 1921, is approximately as follows in the different provinces:—

	Per cent.
Madras	13·2
Bombay	14·1
Bengal	14·9
United Provinces	13·5
Punjab	14·4
Burma	12·2
Bihar and Orissa	15·0
Central Provinces	15·1
Assam	15·5
India	14·1

It will be observed from the above table that the percentage of children of school-going age to total population ranges from 12·2 in Burma to 15·5 in Assam; is about 15 per cent. in the case of four provinces; about 14 in the case of two provinces and India as a whole; and 13·5 or less in the case of three provinces. The percentage for all India is approximately 14 and this percentage can safely be regarded as a fair indication of the school-going population in India at the present time. The detailed and more accurate figures in respect of Delhi, Ajmer-Merwara and the North-West Frontier Province are given in the sub-joined table:—

Population of School-going age.

Province.		Total population (all ages).	Population between 5-10 years of age.	Population between 10-15 years of age.	Four-fifth of population between 5-10 years of age.	One-fifth of population between 10-15 years of age.	Approximate population between 6-11 years of age (Total of columns 5 and 6).	Percentage of column 7 to column 2.
1		2	3	4	5	6	7	8
Delhi . . .	Males .	281,633	31,446	28,532	25,157	5,706	30,863	11·0
	Females .	206,555	28,436	19,753	22,749	3,951	26,700	12·9
	Total .	488,188	59,882	48,285	47,906	9,657	57,563	11·8
Ajmer-Merwara .	Males .	269,566	35,960	34,145	28,768	6,829	35,597	13·2
	Females .	225,705	32,531	25,224	26,025	5,045	31,070	13·8
	Total .	495,271	68,491	59,369	54,793	11,874	66,667	13·5
North-West Frontier Province.	Males .	1,229,316	193,441	142,236	154,753	28,447	183,200	14·9
	Females] .	1,022,024	164,189	100,722	131,351	20,145	151,496	14·8
	Total .	2,251,340	357,630	242,958	286,104	48,592	334,696	14·9

APPENDIX E.

Draft constitution of the Board of Primary Education for Delhi.

1. The Board of Primary Education for the Delhi Province shall consist of:—

(1) Superintendent of Education, Delhi, who will be President.
(2) The District Inspector of Schools, Delhi.
(3) The Assistant Superintendent of Girls' Education, Delhi.
(4) Chief Medical Officer, Delhi.
(5) Health Officer, New Delhi.

} *Ex-officio.*

(6) Two representatives of the Delhi Municipal Committee to be appointed by that body.

(7) Two representatives of the District Board to be appointed by that body.

(8) One representative each of the Notified Area Committee, Delhi, the New Delhi Municipal Committee and the New Cantonment Authority, Delhi, to be appointed one by each of these bodies.

2. The other members of the Board shall be nominated by the Chief Commissioner of Delhi as follows with due regard to the interests of the minority communities, untouchable and other backward classes and other interests involved:—

(*a*) Not less than X and not more than Y members of the Board from among ladies who are engaged in or have experience of primary education work in the province in order to represent the interest of girls' education.

(*b*) Not more than Z representatives of minority communities and of untouchable and other backward classes in the province.

(*c*) Not more than X persons to be elected by privately managed schools in the province.

3. The District Inspector of Schools shall be Secretary to the Board.

4. (1) It shall be the duty of the Primary Education Board:—

(*a*) to prepare and maintain a register showing all primary schools and the number of primary school places provided in each;

(*b*) to tabulate such further information and to prepare such plans or maps as may be necessary to enable the Board to frame an estimate of the existing provision for primary education and of the further provision necessary to place primary education within the reach of all children of school-going age;

(*c*) to prepare in consultation with the authorities concerned schemes for the extension of primary education within the limits of the District Board, Municipal Committee, Cantonment Board and Notified Area Committee in the Province, and to communicate these schemes to the authorities concerned;

(*d*) to advise the Superintendent of Education in regard to the grant of recognition to schools;

(*e*) to advise the Superintendent of Education in regard to applications for grants-in-aid made on behalf of primary schools under private management;

(*f*) to maintain a register of all recognised institutions which provide for the training of elementary school teachers;

(*g*) to prepare and maintain a register of all trained and certificated teachers employed in primary schools;

(*h*) to advise the Superintendent of Education on the supply of trained and certificated teachers;

(*i*) to advise upon all matters relating to primary education referred to it by the Superintendent of Education.

(2) The register referred to in clause (*a*) of sub-section (1) shall be maintained and the information referred to in clause (*b*) of sub-section (1) shall be tabulated separately for each district board, municipal area, notified area and cantonment board comprised within the limits of the province.

5. The Board of Primary Education shall transmit to the Superintendent of Education such reports and statements as may be prescribed.

6. For the proper discharge of the duties imposed on it, the Primary Education Board shall employ such establishment as may be sanctioned by the Chief Commissioner, Delhi, and the cost of such establishment shall be included in the annual budget of the Superintendent of Education for Delhi.

7. All applications for recognition of an institution as a primary school from managers of schools under private management shall be submitted, in the prescribed form, through the District Inspector of Schools, in the first instance to the Board of Primary Education, who shall forward the same with their recommendation to the Superintendent of Education for final sanction.

8. The manager of any primary school under private management desiring that such school shall be admitted to aid shall submit an application, in the prescribed form, in the first instance to the Board of Primary Education, who shall transmit the same with their recommendation to the Superintendent of Education.

9. The manager of any school in receipt of grant-in-aid shall furnish to the Primary Education Board such returns and other information as may be prescribed, and shall afford the Board reasonable facilities for verifying such returns and information.

10. The Primary Education Board may frame such rules as may be considered necessary, consistent with the above provisions, in regard to the following matters:—

(*i*) the time and place of its meetings;

(*ii*) the manner in which notice thereof shall be given;

(*iii*) the conduct of proceedings at meetings;

(*iv*) visits by members of the Board to primary schools situated within the limits of the Province and the perusal of accounts, books, registers and returns, reports and other documents appertaining thereto; and

(*v*) all other similar matters.

APPENDIX F.

Scheme for rural uplift.

The greatest need of India at the present day is the spread of knowledge in the villages which comprise by far the greatest portion of this country.

The women and girls in the villages are almost all ignorant, idle and superstitious. Unless they learn how to read and write and are given some useful occupation, no amount of progress or reform in urban areas can bring real advancement for the country.

The need of village women is simple education to enable them to read and write and to learn useful cottage industries.

Education of boys and girls is progressing in towns and cities, but the villages and especially the women in them remain ignorant, untaught and idle as before.

They are anxious to learn, but there is a great lack of women teachers who will adapt themselves to rural conditions, live in the villages and work there without longing to go to towns and cities when they can get work there.

To obtain a supply of such teachers we need to give them special training. No better philanthrophy is possible at this time than the training of such teachers and the opening of village schools on simple useful lines. The following tentative scheme is prepared in view of the need of the villages around Delhi.

Training of women teachers.—The opening of a separate training school would be far too expensive. It is therefore suggested that hostel accommodation for prospective pupils be provided. The Assistant Superintendent of Female Education is prepared to allow ten women students to receive training in the Government training classes in Daryaganj. It is therefore proposed that ten suitable women should be selected from Delhi. These women would be required to undergo two years training. While under training they would be given stipends of Rs. 10 per mensem. They would be accommodated in Saraswati Bhawan which is very near the Government training classes. A responsible woman would be placed in charge of the women students at a salary of Rs. 50 per mensem.

It is suggested that this woman should during the two years be given a thorough industrial training so that she may be able to supervise the industrial part of the rural schools to be opened at the end of the two years.

Subjects of training.—These women students should work for the J. V. certificates, but should have a course specially adapted for village schools. A considerable portion should be taken up with industrial training, such as spinning, weaving, durri making, basket work, moonj matting, also simple health and domestic economy training.

The Assistant Superintendent of Female Education has agreed to prepare special course for these teachers. They will be given special certificates recognised only in Delhi Province.

Schools.—After the expiry of two years, six educational centres should be opened in selected villages in Delhi Province.

Villages should be so chosen as to make it possible for each centre to serve at least 4 villages.

The schools should admit village women who should be taught separate from the children. Boys and girls may be taught together as there is no purdah in the villages.

The schools should have four classes and industrial education should be compulsory which should occupy about half the day. Each school will be in charge of one of the women teachers.

The services of the matron will be utilized as superintendent for industrial instruction. She will visit all schools in turn.

Of the ten women sent in for training, one or two may fail to complete their course. Six will be selected out of those trained. It may be useful to have a seventh to fill up vacancies in sickness, leave, etc. If any are left over, they will not find it at all difficult to find employment.

If the scheme is started this summer, teachers will be available by the summer of 1931. This will give ample time to select villages and to build the schools and teachers' quarters.

Cost of scheme—

	Rs.
Training (2 years)—	
Scholarship for ten students @ Rs. 10 per mensem	2,400
Salary of Matron	1,200
Hostel Expenses (Servants)	500
Water, Light, Furniture	500
Contingencies	100
	4,700
Say	5,000
Six schools—	
Building at Rs. 1,000 each	6,000
Furniture and Equipment (Industrial Education)	3,000
Extras	1,000
	10,000
Capital cost of training and schools	25,000
Recurring cost—	
Salaries @ Rs. 30—2—50 of six teachers—	
Average cost per annum	2,850
Provident Fund	170
Matron and Industrial Superintendent @ Rs. 60 per mensem	720
Provident Fund	45
Conveyance, for Industrial Superintendent	240
Repairs of Buildings	500
Contingencies, Stipends, and books	500
	5,055
Say	5,100

Calculating Government grant at Rs. 2,000 per annum the nett recurring cost will be Rs. 3,100 per annum.

The cost of the entire scheme will be capital cost of Rs. 25,000 *plus* an endowment of Rs. 75,999 to pay recurring cost.

NOTE.—There will be no Government grant for the first year.

Management.—The hostel should be managed by a committee of six members selected from the Delhi Women's League and Shri Siksha Pracharini Sabha.

The school should be managed by a committee consisting of the Donor as President, one member each elected by the two associations named above, the Superintendent of Education, Delhi, the Assistant Superintendent of Female Education and two gentlemen nominated by the Donor.

A supplementary memorandum to the questionnaire of the Primary Education Committee of the Government of India from Mrs. J. C. Chatterjee.

My claim to write on the subject of primary education is based on the experience gained as a social and health worker and I therefore hope that any suggestion that may seem impracticable from the educationist's point of view will be pardoned.

I have been a social worker in the city of Delhi for 16 years; for 10 years I have been taking an active part in the health movement and since the last 3 years I have interested myself in educational matters. The active part I took in the continuous work committee of the health propaganda gave me the opportunity and privilege of getting into touch with the inner life of all classes of people in this city and it is the experience I gained herein that convinced me that the stress on the health movement in this country was really putting the cart before the horse.

The system of primary education of any country to my mind should be based on the requirements of the nation.

Since I am dealing only with education of girls I would say that a great deal of misery, poverty and disease would be averted in this country if girls were educated on proper lines.

In this province at least 90 per cent. of girls never go beyond the stage of primary education; it is therefore the duty of those entrusted with their education to provide them with such primary education as will be of some value to them in after life. It is extremely important that we should not make the girls an object of mere scientific study or of the testing and application of theories, but rather as the future mothers of the nation, who have inevitably to meet their own difficulties in life more than any other girls in the civilized world.

The needs of different classes are varied; therefore to make my suggestions clear I would divide them into 3 classes:—

(1) The girls of the middle class in urban areas.

(2) The girls in rural areas.

(3) The girls of the depressed classes.

1. *The girls of the middle class in urban areas.*—There are an adequate number of schools for girls of this class in this city, and more would be opened by the municipality if required, the only handicap with which this class suffers from is the unsuitability of the syllabus.

I would suggest that in the first two years of the girls' education, stress should be laid on their moral and physical training along with ordinary reading, writing and arithmetic.

The first can be achieved through relating stories and illustrating moral lessons. Ten or fifteen minutes physical drill of each class can be managed very well in school courtyards or on the roofs of buildings.

During the third and fourth year of their education, time must be spent on hygiene and homecrafts with a little care of infants.

2. *The girls in rural areas.*—It is obvious that the girls of this class are of economic value to their families; therefore their education must be different to their sisters in the urban areas. Cottage industries must be the chief feature of schools in the rural areas. Hygiene and domestic science must be taught suitable to the needs of the villager; and a little elementary knowledge of agriculture and care of cattle should be included.

3. *The girls of the depressed classes.*—The girls of this class again are of economic value to their families, but their industrial training must be followed in keeping with the cottage industries of the town. The surveyor of industries of the Delhi Province should be the adviser of this part of their education.

The girls of this class can also be trained as childrens' nurses. In the third and fourth year of their education they should be taught sewing and cutting of plain garments, mending, darning, washing and ironing of clothes and care of infants. There is an increasing demand of such domestics, and modern Hindu and Mohammadan ladies are willing to overcome caste prejudices if nurses are properly trained.

Staff of teachers.—I would just like to say a little on this subject. To begin with, there are not an adequate number of trained teachers in this province. The training school in Delhi is too small for the needs of the province. Apart from this the girls who do come for training are in the majority of cases not suitable to deal with children. I would suggest a first rate primary school for women to be opened in a centrally situated part of the city. It should be a well equipped and well staffed modern school where, under the stimulus of practical work and realistic studies, the three ends of human life and activity may be promoted, namely, the training and strengthening of character, training in useful accomplishments and, lastly, in the awakening and guiding of the practical intelligence for the better and more skilled service of the community and all its affairs. Women would be recruited to such an institution from the various ashrams and widows' homes as well as from the poorer classes. The recruitment of the educational and health training schools should largely be made from such an institution.

The head of the training school for teachers should not be selected simply on her academic qualifications. She should be a woman with a personality; one who could inspire those who are going to be entrusted to develop the spiritual, physical and intellectual lives of the future mothers of the nation.

APPENDIX G.

Extract from the Quinquennial Report on Education under the Delhi Province for the period ending 31st March 1927.

38. *Financial relation of Government to Local Bodies.*—As has been said above, the Government of India has assumed financial liability for the carrying out of the five year programme (1927-28—1931-32) of educational expansion. The Municipal Committee of Delhi will, however, have to incur a large amount of money from its own funds in enforcing compulsory education throughout the town and will receive a certain proportion of the extra money spent, as specified below, and for this ample provision has been made in the programme.

Taking into consideration the financial position of each board and its present and future resources, the rules regulating the award of Government grants were revised in 1925 and 1926. A comparative statement of the old and the new rules is given below:—

Old Rules.

The grant was awarded according to Article 101, Punjab Education Code, 9th edition. For details see below.

New Rules.

District Board (1925).

Government will pay—

(*a*) whole expenditure, less income from fees, on Mahrauli High School exclusive of primary department, subject to the conditions:—

(*i*) Grant for contingencies not to exceed Rs. 900.

(*ii*) Staff not to be increased and grade of pay not to be improved without Government sanction.

(*b*) 75 per cent. of expenditure less income from fees on all schools other than the above.

(*c*) Whole amount due by the D. B. to private schools under grant-in-aid rules.

(*d*) A separate grant for scholarships as recommended by Superintendent of Education.

(*e*) Grant for 1925-26 (excluding *d*) not to exceed Rs. 58,000 and in subsequent years not to exceed by more than Rs. 2,000 the sum of Rs. 58,000 or the amount of the grant of the previous year if that exceeds Rs. 58,000.

In case Mahrauli High School is transferred from the control of District Board, the above limit of Rs. 58,000 to be reduced to Rs. 50,000.

Municipal Committee, Delhi (1926).

For 1926-27.

The grant will be calculated as before. The calculation must, however, be made separately for boys and girls schools. To the grant as so ascertained will be added Rs. 10,000 for compulsory primary education.

The Government will award grant for primary schools under Article 101, Punjab Education Code, as under:—

(*a*) ⅓ salary of trained or otherwise qualified teachers.

(*b*) ⅓ salary of superintendents of hostels attached and drill instructors.

(*c*) ½ salary of monitors or unqualified teachers.

(*d*) ½ annual expenditure incurred on the upkeep of buildings.

(*e*) contribution to provident funds of teachers, for which the board is liable under rules in force.

(*f*) ⅔ grants earned by aided elementary schools.

For 1927-28.

Basic grant (amount paid in 1926-27 for a stated number of boys);

plus 50 per cent. of rent and maintenance of buildings,

plus 50 per cent. of other expenses including provident fund contributions,

subject to the maximum limit of Rs. 8 per mensem per head of additional scholars.

Municipal Committee, New Delhi (1925).—(As above.)

Notified Area Committee, Delhi (1925).—(As above.)

(*a*) 66 per cent. of actual expenditure, less income from fees, on the committee's own schools during the preceding year.

(*b*) Whole amount paid by the committee to private schools in its area under the grant-in-aid rule in the preceding year.

APPENDIX H.

Memorandum on the recruitment and training of primary school teachers, men and women, for urban and rural schools in Ajmer-Merwara.

In a primary school, particularly in a primary school in rural areas, the teacher is three-fourths of the institution, and on him depends ultimately the success of education whether on a voluntary or a compulsory basis. It is a very common experience of the district inspecting officers that where a teacher is competent and interested in his work, a primary school flourishes in spite of adverse circumstances. On the other hand, if the teacher is indifferent and not of the proper calibre, the school is a failure. It is therefore very important to consider whether the present methods of selecting and training teachers have been successful and if not what changes are necessary.

Urban teachers and boys.—So far as the actual teaching of the prescribed curriculum goes, the work of a primary teacher is perhaps more or less the same in an urban and a rural school. The urban primary school, however, may in most cases be a part of the anglo-vernacular high or middle school, and the teacher's task is confined to taking the children through classes I and II in two years' time. His problems, if any, are those of congestion rather than empty classes and indifferent attendance, and he may have to be called upon to satisfy an existing demand rather than create one. Moreover, he is fortunately placed. He is in the midst of an educated atmosphere where the chances of his improvement are many, and he does not also find it difficult to add to his income by private tuition and otherwise if he cares to do so. As the demand for urban primary teachers grows under a compulsory system, therefore, I would consider it an ideal arrangement to give them a training that would enable them to teach the children to read printed books within the shortest time possible. Besides the ordinary pedagogic training, therefore, the teacher should be given a thorough grounding in teaching young children according to the most up-to-date methods.

Selection and training of rural teachers.—At present all the vernacular final passed boys, if they are of the proper age, are called to the normal school on a certain day every year, and are paraded before the Selection Board. Those whom the Board, after a casual talk, considers as fit to be teachers are admitted into the class. Their training in the class in mostly on pedagogic lines, child psychology, school management and method are the chief subjects taught, and the practice that they get in teaching is in a 'model school' with a full quota of its staff. The result is that pupil teachers simply work on stereotyped lines, have nothing or little to do with class management and with all the problems that they may be called upon to face later on. Thus they get out of the Normal School at the end of the year merely professionalised pedagogues, and armed with a few hackneyed slogans like "from the known to the unknown", about the significance of which they understand mighty little. Such a young man is sent out to a village with an awfully apathetic public, a dilapidated hut for the school house, poor furniture, poor surroundings and with absolutely no means to improve his knowledge and add to what he had learnt in the normal school. Enrolment may be bad, attendance is always indifferent. In the model school he had taught just one properly organised class; in the village he has to manage four classes at the same time, and to keep three of them busy while he is teaching one. He finds the position impossible to manage, and even if he has the will he has not had the training to meet the situation. The result is that he almost invariably gets indifferent and after sometime remains nothing more than a mere villager with the only exception of his being literate to a certain extent. The Deputy Inspector's remarks are from the very start discouraging, and it does not take the young teacher long to learn that the easiest way to avoid censure from headquarters and offering explanations to inconvenient questions is to falsify musters. That stops him altogether from doing the main duty of interesting villagers

in the school and bringing children. His methods of work become slip-shod. He is constantly found unkempt, smoking a hukka in the class room and chatting with his friends, while the few children who attend may waste their day, and taught, if at all, indifferently. In order, therefore, to prepare the student to do his work loyally, it is absolutely essential that the village teacher should be selected first as far as possible for his interest in his work, and should be trained on lines far more liberal than the present. The suggestion may smack of idealism, but the rural teacher must to my mind be imbibed with missionary spirit, and his training must be on the lines of a propagandist first and a pedagogue afterwards. I do not think mere academic qualifications should be taken into account in selecting a teacher and I would not allow any young man from a village to go into the normal school, unless he has put in a year as a temporary teacher in one of the many village schools under a capable head teacher. A year's work would be enough to show to the deputy inspector how far the young lad has the making of a teacher, and those who are of the proper calibre should be selected for training at the Normal School. In order that a fairly large number of vernacular finals may thus be employed with a view to enable the inspecting staff to select 30 or 40 lads of the proper type every year, I would revert to the old system of monitors. Each secondary vernacular school should have, say, 4 monitors attached to the primary classes in the school or working in one of the schools in the locality. These monitors should be paid say about Rs. 8 per month for a year. At the end of the year the selection is made for admission into the normal school, and they cease to be monitors. Once in the normal school, I would give the pupil teacher training in the following:—

(1) Actual teaching work. Practice in a school of the type that the teacher has got to work in after he has come out of the training school.

(2) Modern methods of imparting primary education in use in other countries and in India. The various difficulties and their solution.

(3) Management of a four or five class one-teacher school.

(4) I would give him a thorough grounding in general village welfare work, teach him how to make his school useful, how to be an example to the villagers of what education can make of a lad and give him general training in village hygiene, elements of co-operative credit, elements of medicine, etc., so that he may be sufficiently well-provided to act as a 'guide, philosopher and friend' to the village in times of need. I think special textbooks on village welfare work, co-operation with parents, and in general dealing with the significance of the task before the primary teacher should be given as much importance in the curriculum or tudies of the normal school as mere pedagogic subjects. I believe the Gwalior Durbar have a special class for training propaganda men, and I would use some of their methods to train the rural teachers. For welfare work training on the lines of the village guides in force in the Gurgaon District may prove useful.

If a student is so trained, he may take full two years to get out of the normal school and I would send him out with his primary teachers' certificate to work in a village school for 3 or 4 years. I would give him much higher salary than he is now getting so that he may be able to live decently and free from all pecuniary worries. His grade as a primary teacher should be on a time-scale, say from Rs. 25 or Rs. 30 to Rs. 50 per month. Promotion year by year must depend upon his work. Such of the primary teachers as show special merit and are anxious to qualify for higher studies and work in a secondary school may be sent again to the training school for the V. T. C. at the end of the third year's service.

As to location, I do not believe in the present type of the normal school situated in a city removed from all rural environments among which the teacher has actually got to work. I would, therefore, have the normal school for primary teachers situated in a rural area. In order to widen his outlook, I would bring the pupil teacher in touch with work in urban areas by means of tours organised during the period of his training, but that is perhaps all. For his secondary training, the teacher may come to the Central Normal School in the city. In the secondary stage his training should be partly literary with a view to give him sufficient knowledge of the

subjects he has to deal with, and partly professional—a good grounding in school management and method—also a further training in the organisation of village welfare work. In order to keep up the interest of the teacher in his work and give him a sort of 'brushing up', I would advocate meetings every two months of all primary teachers in the circle in the nearest secondary centre. At these meetings, the teachers should put their difficulties before their more experienced colleagues, learn from the deputy inspector the latest that is going on in the educational world and take instruction in the various new methods of work. At least once a year I would bring them in a conference at the headquarters where the general principles of primary education and methods of work may be discussed at great length and teachers put in touch with the latest educational experiments in India and outside. I would arrange demonstration lessons to show them practically how teaching should be conducted on right and efficient lines. I would also have large libraries in all secondary centres in the district, and if possible in all larger primary schools so that teachers within a radius of 4 or 5 miles may get books easily, and may read them in order to keep their knowledge fresh and perhaps add to it.

If an effort is made to recruit and train teachers on the above lines and to treat them in point of salary and annual stock-taking and revision of work in the way suggested above, primary education may possibly make rapid strides forward even under a voluntary system. Institutions may be full and flourishing, and children may stay in the school the longest permissible under the rules, and those that leave may do so as permanently literate, with a training that has a close relation with their after-school life.

Women teachers.—With the Assistant Superintendent of Female Education, Delhi, in charge of women's education in Ajmer-Merwara, and an assistant inspectress in Ajmer, I do not think I am called upon to say much about the recruitment and training of women teachers. In fact, I do not consider myself qualified enough to speak much about their training. The question of recruitment, however, is slightly different, and in view of my experience of the district, I think it is right for me to lay before the Committee the difficulties in the recruitment of women teachers and throw out suggestions for meeting those difficulties.

Women teachers in these parts have for many years been recruited from among:—

(1) Indian Christians. For want of purdah Indian Christian girls mostly take to secondary education and, since as a community they are not economically very much well-off, the girls are also earning members of the family and take to teaching and other professions. It is not difficult to get Indian Christian teachers for work both in rural and urban areas, particularly for Government schools where better salaries are offered than in aided schools. The chief difficulty, however, lies in the fact that so far as rural schools are concerned, the population looks upon Indian Christians with a certain amount of suspicion, and although the atmosphere is now clearing gradually, it is still marked in many quarters, and it needs some effort on the part of the Department to assure the public that Government schools are not meant for religious propaganda or for proselytisation.

(2) Hindu widows of poor families, who feel the economic pinch and have nothing else to look forward to in the shape of support in their life except their own efforts to make a living. Even such widows are few, for it must be pointed out that a Hindu widow is considered to be something sacred, and to her is delegated the duty of looking after the household from the time of her widowhood. She generally stops either with her parents or, when grown up, with her husband's people, and feels that her duty is to look after the family, and that the sins of her widowhood would be expatiated if she were to devote her life to the serving of the household. I think every encouragement should be given to such widows as are prepared to take up the teaching profession. This encouragement should take the form of suitable stipends while in the school and the training college and enough pay to enable the teacher to live decently with a companion of her own class in the village. I would also give her a free purdah house.

(3) A few girls of the lower middle class have in recent years taken to the teaching profession. The present tendency for the Hindu girls is, however,

to stick to their own homes even if they take to the teaching profession. I believe if salaries are made sufficiently attractive, the husbands who have begun to feel the economic pinch may not be altogether unwilling to allow their women to go out of the town and work in out of the way places. High class Hindu married or marriageable girls and Mohammadan girls are possibly out of the question, at least for many more years to come till the purdah restrictions are relaxed, till women feel themselves the need for emancipation from the thraldom of men and care to live an independent life.

Another suggestion that I can offer for finding teachers of respectable class for rural schools is that male teachers in rural areas, who are married or who have any women relations, should be encouraged to get these women educated privately till they pass the vernacular final examination. They may be trained as teachers for a year or two in the Central Training School at Ajmer and sent back to work in the same village in which the husband works. We are trying this experiment as far as practicable in Ajmer-Merwara, and it appears to me that the common interest of the husband and wife in the education and the well being of the village seems to fill them with enthusiasm for their work and may lead to unforeseen results. Of course there are scruples on purdah grounds, and I know of instances where husbands would allow their wives who are educated to work as teachers provided an official assurance was given to them that no male member of the Education Department would correspond with these women. But this is only a passing phase and, as soon as the village school teacher finds that he can more than double his income by giving training to his wife and making her work as teacher in a village where there are absolutely no engagements and where the ladies in the household may have nothing to do during the day, this prejudice will die out, and teachers of the proper type may become available for expansion of girls' education in rural areas without much difficulty.

(Sd.) P. B. JOSHI, M.A., B.Sc.,
Assistant Superintendent of Education,
Ajmer-Merwara.

Dated Ajmer, the 7th August, 1929.

APPENDIX I.

Copy of letter No. 934, dated Delhi, the 12th September, 1929, from the Assistant Superintendent of Female Education, Delhi and Ajmer-Merwara, to the Secretary, Primary Education Committee.

I herewith send a copy of the Ajmer-Merwara curriculum which is modelled on the United Provinces curriculum.

Modifications as to the selection of text books, are incomplete as there is no proper Text Book Committee in Ajmer for consultation. The needle work and handwork portion is also being revised.

MEMORANDUM ON KINDERGARTEN.

In this curriculum the word "Kindergarten" is used not to denote any one particular method but to indicate the principle which should underly all methods used in teaching young children. This principle is that the child should learn by doing for herself actions that are natural and pleasant to her. The child should come to school at 5 years of age and the first year of school life "Kindergarten" should be so attractive to her that she will ever after regard the acquiring of knowledge as joyous endeavour and attainment.

The teacher should strive to make herself familiar with new methods, *e.g.*, Kindergarten, Montessori, individual work, project methods, etc., as she finds opportunity and she should adapt what is good in them to the local conditions of her school. She should bear in mind the following points which are essential to any method.

1. True education is self education. The teacher must not impose knowledge on the child but provide her with the material and the opportunity of learning of herself.

2. The child must learn through the activities that are natural to her and full scope must be given to her to use her eyes, her ears, her sense of touch, her muscular sense, etc., in every lesson.

3. All teaching at this stage must be by means of concrete objects.

CURRICULUM FOR KINDERGARTEN AND PRIMARY CLASSES OF VERNACULAR GIRLS' SCHOOLS, RAJPUTANA, 1929-30.

Kindergarten.

Reading.—Beginners to read simple characters and easy words at sight.

NOTE.—The teacher should use a chart and should also show on the blackboard how letters are formed; children should practise word building by means of cardboard letters, etc.

The charts and primers approved for use are:—

Urdu—

(1) Urdu Chart No. I. (illustrated) showing simple letters, price Rs. 1-12. Indian Press, Allahabad.

(2) Urdu Chart No. II (un-illustrated) showing simple and compound letters, price Re. 1. Indian Press, Allahabad.

(3) Urdu Chart No. III (un-illustrated) showing combination of vowels, price Re. 1. Indian Press, Allahabad.

(4) Urdu Canai Kaida, Indian Press, Allahabad, 1921 Edition, price Rs. 1-3, or

Urdu-ka-Asan-Kaida by Hamid Hussain Kadri, published by the School Book and Apparatus Depôt, 406, Fatehgunj, Lucknow, price 1 anna.

Hindi—

(1) Hindi Charts Nos. I and II (illustrated) showing simple letters, Indian Press, Allahabad, price Rs. 3-8 for both.

(2) Alphabet Chart (un-illustrated) showing combination of vowels, printed in red and black colours, price Rs. 1-4. Nawal Kishore Press, Lucknow.

(3) Alphabet Chart (un-illustrated) showing combination of consonants in two colours, price Rs. 1-4. Nawal Kishore Press, Lucknow.

(4) Hindi Primer, published by Indian Press, Allahabad, or Asan Primer, published by Christian Literary Society, Allahabad.

Reading.—'*Advanced*'.—To read sentences at sight from the Text Book, to know the meanings of words and to answer questions on the subject matter of the Reader in Urdu.

New Urdu Reader for preparatory classes of anglo-vernacular schools by Beni Prashad Agarwal and Jamaluddin Hyder, published by Ram Dayal Agarwal, Allahabad.

Hindi.—(New Hindi Reader) for preparatory classes of vernacular and anglo-vernacular schools, price annas two, or Hindi Press Reader by Rai Sahib Pandit Raj Narain for the classes of anglo-vernacular and vernacular schools, published by the Hindi Press, Allahabad, price As. 1-6.

Urdu.—New Urdu Reader for preparatory classes of anglo-vernacular and vernacular schools by Beni Prashad Agarwal and Jamaluddin Hyder, published by Ram Dayal Agarwal, Allahabad.

The following book containing patriotic poems, etc., is recommended for class use in school.

Naghma-i-watan, Part 1, by Maulvi Asmat Ullah, Mufti Street, Meerut, price Re. 1-6.

Writing.—'Beginners.' To copy on takhti simple characters and easy mono-syllables from the blackboard and from head lines written on takhties by the teachers; also to write them to dictation.

NOTE.—Familiarise them with form of the character by writing it in 'sand', 'with chalk' or 'finger' on takhties before they begin to write with pens on takhties.

'Advanced'. To copy and also to write to dictation sentences on takhties, sentences from Text Book.

Arithmetic.—'Beginners'. Notation and numerations from 1 to 50 to be taught by means of concrete objects, oral addition and subtraction of numbers whose sum does not exceed 20.

NOTE.—This work should always be done with concrete objects.

'Advanced'. Notation and numerations to 100 to be taught by means of concrete objects; also addition and subtractions of numbers whose sum does not exceed 100.

Construction and memorising of Tables 5×10.

Practice in simple problems should be begun as soon as a new rule is taught.

Handwork.—(1) Sewing.—Threading a needle, making knots, use of a thimble, tucking and running with large needle and coloured thread, running double seams, twisting threads.

(2) Clay Modelling.—Modelling of simple objects in clay, *e.g.*, 'ball', mango, mellon, simple household utensils, etc.

The teacher with the approval of the Inspectress may introduce other forms of handwork, *e.g.*, paperfolding, paper tearing, drawing in chalk on takhties.

Hygiene.—From the very beginning the teacher must train her pupils in good habits of cleanliness and order. She must see that the pupils come to school clean and tidy in person and dress, that they keep their books in good order and she should encourage them to help her in keeping the class room mat clean and attractive. Very simple practical lessons on hygiene should be given in informal talks with the children about the following:—

(1) Cleanliness of person, cloth, house, food, milk and water.

(2) Need of fresh air.

(3) Food and eating, *e.g.*, eat slowly at regular intervals, not too much spice.

Calisthenics.—Action on games, simple movements to time.

NOTE.—Where a gramophone and suitable records are available these may be used with advantage.

Singing.—Children should learn to sing simple Indian airs without shouting and they should be trained to notice difference of time and rhythm.

Sense training.—By means of suitable objects the children should be taught to recognise various colours, shades of colour, difference of touch, form, etc.

Conversation.—The teacher should talk to her pupils and encourage them to talk to her about familiar objects and actions and about pictures.

The children should illustrate the conversation by imitative movements and plays.

LOWER PRIMARY SECTION.

Class I.

Reading—
Writing—
Arithmetic—
Handwork—
(1)Sewing.
(2) Clay Modelling.
(3) Drawing, etc.

} As in the United Provinces curriculum for vernacular schools for girls.

Hygiene.—As in the Kindergarten the teacher should train children in neat, clean, orderly habits, and should teach the following points in very direct application to the life of the child, namely:—

1. Cleanliness of the person, clothes, house, food, milk and water.
2. Need of fresh air.
3. Food and eating.
4. Disposal of refuse.
5. Dangers from spitting.
6. Causes of consumption.
7. Protection against flies and mosquitoes.
8. Evils of alcohol.

Calisthenics.—Exercises of the arms, legs and body.

Singing.—A few more simple songs and prayers should be taught and the children trained to recognise the different notes. More practice in time beats be given.

Class II.

Reading—
Writing—
Arithmetic—

} Same as in the United Provinces curriculum for vernacular schools for girls.

Geography.—(1) Description of the village or town in which the school is situated; occupation of the people and products of the town or village; east, west, north and south.

(2) Meaning and use of a map should be taught by means of a plan of the school house and compound.

(3) The teacher should narrate or read to the children stories of other countries and especially of the children of other lands. Beginning with Burma, Persia, Arabia, she should go on to other eastern countries, China, Japan, etc. In connection with these stories, the children may become familiar in an informal way with the globe.

Handwork—
(1) Sewing.
(2) Clay Modelling.
(3) Drawing, etc.

} Same as in the United Provinces curriculum for vernacular schools for girls.

Hygiene—
Calisthenics— } Same as for class I.
Singing—

UPPER PRIMARY SECTION.

Class III.

Reading—
Writing— } As in the United Provinces curriculum.
Arithmetic—

Geography.—(1) *Ajmer-Merwara.* Rivers, lakes, mountains, large villages and qasbas; products and occupations of the people, means of communication; position of Ajmer-Merwara in the map of Rajputana.

(2) *Rajputana.* Physical features, mountains, rivers, lakes, products, occupations of the people, Indian States, railways.

(3) Simple account of the Government of Ajmer-Merwara.

(4) The teacher should extend the childrens' knowledge by stories of other countries.

NOTE.—In teaching the geography of Ajmer-Merwara and Rajputana the teacher should make constant use of the map. The teaching should be entirely oral and the text book only used for revision. Wherever possible the teacher should make the geography lesson real by actual visits to such physical features, railways, goods stations, etc., as are accessible.

Text Book.—New Geography of Ajmer-Merwara by Pandit Gangadas Dewakar Visharad (Mathur Trading Co., Ajmer, 3 annas).

Sewing.—Same as in the United Provinces curriculum for vernacular schools for girls.

Hygiene.—A very simple description of—(1) skeleton, (2) the organs of digestion and excretion, (3) the heart and its work, (4) the lungs and their work, (5) the skin and its pores, the cleanliness of skin, mouth, teeth, eyes and ears. Cleanliness of clothes, beds, houses and cooking vessels, fresh air and means of ventilation. Value of the different kinds of foods, rules for eating, the usual sources of contamination and the means of securing pure water; the need of exercise and sleep.

Text Book.—Shahrah-i-Tandrusti or Swasthaya Raksha by Rai Sahib Gulab Singh and Sons, Lahore.

2. First Rules of Health (Col. Meyer) Indian Red Cross.

NOTE.—Teaching of temperance should be given along with the teaching of hygiene.

Books recommended—Hindi. Tumbara Shani.

Cooking.—How to prepare dalya and sago.

Nature study.—The children should be trained to observe common trees, shrubs, flowers, etc., of the district, and the habits of wild birds.

Drawing.—Freehand drawing as in Macmillan's Oriental School Drawing Book, Part I (6 annas).

Indian drawing books for vernacular school No. 5, Indian Press, Allahabad, or

Banbers scholars drawing books No. 5, Indian Press, Allahabad (6 annas).

Class IV.

Reading—
Writing— } As in the United Provinces curriculum.

Arithmetic.—Revision, multiplication and division of fractions (simple exapmles only). Solution of simple problems by the 'Unitary method'. Elementary examples of simple interest. Oral and written miscellaneous problems on all the rules learnt in classes I to IV.

Geography.—(1) *India.* Physical features, mountains, (Himalayas, Eastern and Western Ghats), table land of the Deccan northern plain, rivers, (Ganges, Jumna, Brahmaputra, Indus with tributaries) provinces with their chief towns, the larger Indian States with their capitals.

(2) *Physical.*—Climate of India, evaporation, condensation, rainfall.

(3) *World.*—Shape of earth, position and names of continents and position of countries mentioned in the oral stories by teachers to be taught from the globe, position of India.

History.—The teacher should narrate to her pupils stories of famous Indian men and women.

Books recommended for teachers' use:—

1. Bharatwarsh-ka-itihas, Parts I & II, by E. Marsden and L. Sitaram, B.A. (Macmillan & Co.), revised, price As. 12.
2. Heroes and heroines of Rajasthan.

Sewing.—As in the United Provinces curriculum.

Hygiene.—Revision of work previously done. Simple rules for care of the sick, arrangement of the room, rest and food; precautions against sore eyes, malaria, cholera, small-pox, plague; treatment of cuts, burns and scalds; simple rules for care of small children and infants; sleep, bathing, clothing and feeding; tuberculosis.

Books recommended for teachers' use:—

1. Shahran-i-Tandrusti.
2. Swasthaya Raksha-ka-Prathmic Niyama, Indian Red Cross Society, Delhi, price As. 12.

Cooking.—Chapaties, rice, dal and vegetables.

Calisthenics.—Exercises of arms, legs and body.

Singing.—Continuation of the work done in class III, if a teacher is available.

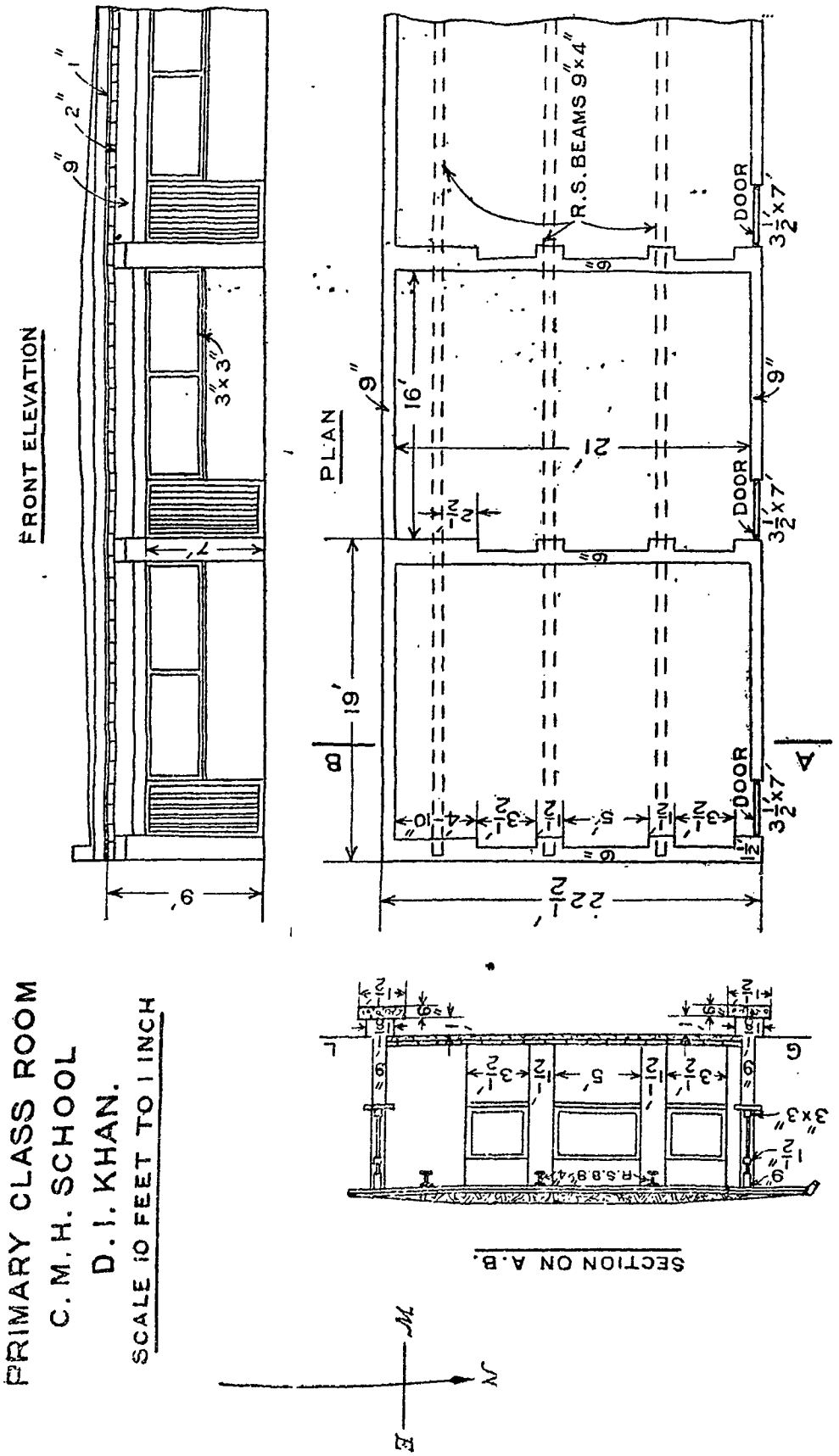
Nature study.—(1) Gardening, preparing beds, planting seeds and watching growth, weeding, regular watering, keeping a garden calendar.

(2) *Plant life.* The life history of a plant, special reference to the plant growing in school garden, study of seeds, their structure, food and storage, etc.; conditions of germination, stems of leaves, adaptation of plants to their surroundings.

Drawing.—(1) Outline studies of the plants, learnt in the nature study lesson.

(2) Freehand drawing as in class III, but more difficult objects.

(3) Colour work, colouring drawings as above, blending of primary colours in pastel.



PRIMARY CLASS ROOM
C. M. H. SCHOOL
D. I. KHAN.

SCALE 10 FEET TO 1 INCH

APPENDIX K.

Copy of letter No. 2438-44, dated 23rd March, 1923, from J. H. Towle, Esq., M.A., I.E.S., Director of Public Instruction, North-West Frontier Province, to the Chairman, Municipal Committee, (1) Bannu, (2) Kohat, (3) Dera Ismail Khan, (4) Kulachi, (5) Peshawar, (6) Abbottabad, (7) Haripur.

Subject.—REVISION OF THE RULES OF GRANT-IN-AID FOR PRIMARY SCHOOLS IN THE NORTH-WEST FRONTIER PROVINCE.

I have the honour to state that the managers of aided schools have frequently represented that the grant-in-aid allowed to primary schools from municipal funds; *vide* Article 106, Frontier Education Code, is too low and consequently they have to meet a large deficit in expenditure out of their own resources which are inadequate. I thoroughly sympathise with the managers because owing to the inevitable rise in the salaries of teachers during the last few years the rates of grants for primary school teachers which were based on the rates of salaries prevalent in 1911, are now too low.

2. In the Provincial Educational Conference of 1921, it was resolved that the rates of grants-in-aid for primary schools should be revised and the scale suggested at that time was as follows:—

	Rs.
(1) Boys' schools—	
Trained teachers	25
Untrained teachers	14
(2) Girls' schools—	
Trained teachers	30
Untrained teachers	20

In the Educational Conference of 1922 it was resolved that the Department should take up the question and should approach the municipal committees, who would, the Conference hoped, favourably consider the suggested increase.

3. I have made the necessary calculations and have ascertained that if the suggested rates be introduced your committee will be committed to an additional expenditure of Rs. * per annum.

	*Rs.
(1) Bannu	3,384
(2) Kohat	2,232
(3) Dera Ismail Khan	6,972
(4) Kulachi	168
(5) Peshawar	4,164
(6) Abbottabad	1,404
(7) Haripur	1,372

4. The managers of aided schools are hard pressed for funds and while I recommend the case for the most favourable consideration of the committee, I regret I am quite unable to meet the excess out of the Provincial Revenues. If the committee can pay the excess out of its own funds, I shall be glad to be informed in order that steps may be taken to amend Article 106 of the Frontier Education Code on the lines given in paragraph 2 of this letter.

MGIPC—L—III-10—11-11-30—1,000.

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